

Complete Agenda

CABINET

GWYNEDD COUNCIL

DATE	Tuesday, 12th June, 2018
TIME	1.00 pm
LOCATION	Siambr Hywel Dda, Council Offices, Caernarfon, Gwynedd, LL55 1SH
CONTACT POINT	Annes Siôn 01286 679490 cabinet@gwynedd.llyw.cymru

GWYNEDD COUNCIL CABINET MEMBERS

Members	
Dyfrig L. Siencyn	Leader
Dafydd Meurig	Deputy Leader, Cabinet Member for the Environment
Craig ab Iago	Cabinet Member for Housing, Leisure and Culture
Gareth Wyn Griffith	Cabinet Member of Highways and Municipal
Nia Wyn Jeffreys	Cabinet Member for Corporate Support
Peredur Jenkins	Cabinet Member for Finance
Dilwyn Morgan	Cabinet Member for Children and Young People
W. Gareth Roberts	Cabinet Member for Adults, Health and Wellbeing
Gareth Thomas	Cabinet Member for Education
Ioan Thomas	Cabinet Member for Economic Development

AGENDA

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THE CABINET 22/05/18

Present-

Councillors: Dyfrig L. Siencyn, Dafydd Meurig, Craig ab Iago, Gareth Wyn Griffith, Nia Wyn Jeffreys, Peredur Jenkins, Dilwyn Morgan, W. Gareth Roberts, Gareth Thomas and Ioan Thomas

Also present:

Dilwyn Williams (Chief Executive), Iwan Evans (Head of Legal Services), Dafydd Edwards (Head of Finance Department), Morwena Edwards (Corporate Director).

Item 6: Llyr B. Jones (Senior Economy and Community Manager)

Items 7,8 and 9: Ffion Madog Evans (Senior Finance Manager)

1. APOLOGIES

Cabinet Members and Officers were welcomed to the meeting.
No apologies were received.

2. DECLARATION OF PERSONAL INTEREST

There were no declarations of interest.

3. URGENT ITEMS

There were no urgent items.

4. MATTERS ARISING FROM OVERVIEW AND SCRUTINY

There were no matters arising from overview and scrutiny.

5. MINUTES OF THE MEETING HELD ON

The Chair signed the minutes of the Cabinet meeting held on 8 May 2018, as a true record.

6. WELSH GOVERNMENT'S TARGETED REGENERATION INVESTMENT PROGRAMME

The item was submitted by Cllr Ioan Thomas

RESOLVED

Resolved to:

- Approve the draft Regional Regeneration Strategy in order to submit to Welsh Government
- Require that commitment within the draft Strategy regarding work to identify and respond to issues involving rural deprivation receives attention during 2018/19
- Undertake further work to consider possible opportunities arising from the TRI Programme with the intention of submitting a further report to Cabinet outlining the proposals.
- Ask officers to review the governance arrangements to ensure that it is more explicit

DISCUSSION

The report was submitted noting that it was a regional item and it would need to be discussed in every Council across North Wales. It was added that Welsh Government had noted the need for a Regional Regeneration Plan, and that the Plan would need to be submitted and approved before the Government would accept applications for investment. It was noted that the aim of the plan was to support projects that promoted economic regeneration, and that the plan would be able to consider a capital investment contribution of up to 70%.

Identified priorities for the Regeneration Strategy were elaborated upon, noting that in order to identify areas of need, the draft Strategy mainly referred to the Index of Multiple Deprivation data for Wales. It was emphasised that the strategy recommended the priorities of the town centre regeneration projects of four settlements, namely Rhyl, Wrexham, Bangor and Colwyn Bay.

It was added that as part of the preparation work in Bangor, the Bangor City Partnership had been set up, and further work had been done to prepare a regeneration strategy for the city, based on three main themes. It was noted that further preparation work was required in advance to develop outline proposals into detailed projects, and it was added that the work programme was being reviewed by the Partnership.

Observations arising from the discussion

- With regard to the financial allocation that had been divided into three parts, it was asked whether it would be possible for funding to be divided across the county for the second or third part, and it was noted that it would be possible to develop projects beyond the locations noted as priorities.
- The Project Development Fund was discussed for each region, which would provide a contribution of 50% for early project costs, and it was asked whether it would be the Council that would need to find the other 50%. A response was given, noting that the money did not have to come from the Council, depending on the project, it would be possible to ask

another organisation that was part of the partnership to contribute the 50%.

- The fact that 30% of the cost of any plan would need to be found was outlined, and therefore, if this fell on the Council, it would have to compete against other plans in the Assets Plan.
- It was noted that the structure in the strategy seemed to be complex, and it was expressed that further work was to be done and that there would be an element of accountability on each Council. It was noted that the Structure needed to be clearer.
- The intention to submit a further report to the Cabinet was noted, which would note specific proposals and the financial package in order to be able to consider whether the Council would give any equivalent funding to these plans.

7. 2017/18 SAVINGS OVERVIEW: PROGRESS REPORT ON REALISING SAVING SCHEMES

The item was submitted by Cllr Peredur Jenkins

DECISION

To note the encouraging progress towards realising the 2017/18 savings schemes.

DISCUSSION

The report was submitted, noting that at the end of the financial year, an overview of the savings achieved was required. At the beginning of the report, it was noted that the departmental plans for 2016/17 meant that only two plans were now awaiting to be realised during 2018/19, and in financial terms, over 99% of the 2015/16 and 2016/17 savings had now been realised. The 2017/18 savings plans were looked at, and of the 122 plans, 108 had been fully or partially realised on time. In financial terms, it was noted that 81% of the savings had been realised.

The plans that had slipped were elaborated upon, and it was noted that the Adults, Health and Well-being Department had presented their new savings schemes to the Cabinet, and it was anticipated that it would allow the department to make substantial progress towards realising the savings that had slipped. It was noted that when looking at the Children and Supporting Families Department and the Highways Department, a report needed to be submitted to the Cabinet that outlined alternative plans to realise relevant financial savings.

The Cabinet Member for Finance noted that there was satisfactory progress across the Council to realise approximately £6 million in savings in 2017/18.

In terms of schemes that were in the pipeline to be realised in 2018/19, it was noted that the plans were looking promising, and that the Cabinet Member

was very happy with the progress made to realise the 2017/18 savings schemes.

Observations arising from the discussion

- The three Cabinet Members noted that, where schemes had slipped, work was being done to re-examine their schemes and that steps were in place to realise the savings that had slipped.
- The Chief Executive was asked to convey the Cabinet's gratitude to all Council staff for their work in finding the savings and realising them whilst, at the same time, managing to uphold the high quality of the services provided for the people of Gwynedd, acknowledging that it was not an easy process.

8. FINAL ACCOUNTS 2017/18 - REVENUE OUT TURN

The item was submitted by Cllr Peredur Jenkins

DECISION

1.1 To consider and note the final financial position of the Council's departments for 2017/18.

1.2 To approve the amounts to be carried forward (the "Revised Over/ (Under) Spend" column of the summary in Appendix 1), namely -

DEPARTMENT	£'000
Adults, Health and Well-being	(100)
Children and Families	100
Education	0
Economy and Community	(35)
Highways and Municipal	100
Environment (formerly Regulatory)	(100)
Gwynedd Consultancy	(82)
Corporate Management Team & Legal	(66)
Finance	(66)
Corporate Support	(67)

1.3 To approve the following recommendations and virements (as outlined in Appendix 2) -

- Transfer £457k, equivalent to the supporting delivery of social services grant over the winter period to a specific fund to support the flexibility and facilitate transformation in the field of Adults in future.
- Harvest (£37k) of the underspend, namely the sum above (£100k) for Adults, Health and Well-being, to be used to assist the departments who overspend this year.
- The Children and Families Department to receive one-off financial support

of £676k to alleviate the majority of the 2017/18 overspend, allowing them to move forward to face the challenges of 2018/19.

- Transfer £207k to eliminate the Education Department's overspend, whilst transport policies and arrangements are being reviewed.
- Highways and Municipal Department to receive one-off partial financial support of £203k to limit the overspend to be carried forward by the Department to £100k, to assist them with facing the challenge of 2018/19.
- Transfer £378k of the Environment Department's 2017/18 underspend to a specific fund, relating to buses and routes costs, to be used in 2018/19.
- Harvest (£89k) of the Environment Department's underspend, namely the sum above (100k), to be used to assist the departments that overspend this year.
- Harvest (894k) of the net underspend on Corporate budgets (on Council Tax Reduction, bids and budgets returned by departments and on other headings), and transfer to assist the overspending departments in 2017/18.
- Transfer £66k from the Financial Strategy Support Fund, namely the balance required, to support the departments that overspend.

1.4 To approve the virements from the specific reserves as outlined in Appendix 3 following a review of the reserves, namely:

- Harvets (£2.915m).
- Assign £2.749m to the Council Plan.
- Assign £166k to waste issues.

DISCUSSION

The report was submitted, noting that the Cabinet needed to approve the 2017/18 final financial situation in order for the Finance Department to proceed to produce, certify and publish the statutory financial statements before 30 June. It was elaborated that the financial situation of most departments had underspent for 2017/18. It was added that there was a substantial improvement to the financial situation of the Adults Department during the last quarter after receiving a grant from Welsh Government late in the year.

It was noted that there was an overspend on specific services in the Children and Supporting Families Department, the Education Department and the Highways and Municipal Department. It was added that in the majority of budgets where there had been an overspend in 2017/18, appropriate consideration had been given to the relevant needs and opportunities in the 2018/19 budgetary cycle, and most of these matters had already been addressed in the Financial Strategy for 2018/19.

It was added that there was a one-off underspend in a number of amended corporate budget headings for 2017/18, and it was noted that this net underspend would be available to alleviate the overspend of departments, with a further contribution of £66k to be released from the Financial Strategy Support Fund.

Observations arising from the discussion

- In terms of the Highways and Municipal Department, the reasons for the overspend was noted, noting that arrangements were in place to look further at the problems arising.
- Looking at integrated transportation, it was noted that financial support had been received from Welsh Government following re-tendering bus journeys, but it was added that problems were ongoing and, consequently, the underspend was used to meet the associated costs in 2018/19.
- It was expressed that work was ongoing to look at transportation within the Education Department.

9. CAPITAL PROGRAMME 2017/18 - END OF YEAR REVIEW (31 MARCH POSITION)

The item was submitted by Cllr Peredur Jenkins

DECISION

To accept the report on the end of year review (as at 31 March 2018) of the capital programme, and approve the revised financing as shown in part 4 of the report, namely:

- An increase of £4,514,000 in the use of grants and contributions
- An increase of £326,000 in the use of capital receipts
- A decrease of £371,000 in the use of other borrowing
- A decrease of £335,000 in the use of revenue contributions
- A decrease of £53,000 in the use of the capital fund
- A decrease of £65,000 in the use of renewal funds and others

DISCUSSION

The report was submitted, noting that an analysis per department of the £51.733m capital programme was included in section 3 of the report. It was added that there had been a net increase of £4.016m since the last review, and that this reflected the hard work of the departments. It was noted that £15.6m of the expenditure budget would slip from 2017/18, but it was emphasised that there were no grant funding losses as a result of this.

The Finance Department's staff were thanked for their hard work in closing the accounts despite the fact the timetable had been cut.

Observations arising from the discussion

- All Council staff were thanked for their work for the residents of Gwynedd in the face of cuts.
- It was added that the Highways and Municipal department had received an additional grant of £2m from the Government for roads, and the work would commence with class C roads.

- There was substantial capital expenditure on Schools / Education, and this was as a result of Welsh Government's programme ending.

10. PREPARING FOR THE UNCERTAIN FINANCIAL SITUATION FROM 2019/20 ONWARDS

The item was submitted by Cllr Peredur Jenkins

DECISION

Resolved to:

- Deal with the unclear financial situation with which we are faced from 2019/20 onwards by following the arrangements outlined in section 10 of the report
- Put arrangements in place to ensure that all Departments have looked in every nook and cranny for efficiency savings
- Commission a review of the Council's management arrangements (including Scrutiny in this process) to be completed during the calendar year so as to ensure that our management arrangements are fit for purpose.

DISCUSSION

The report was submitted, noting that there was currently no indication that the financial restraints the Government were imposing on the Local Government would end anytime soon. It was added that savings needed to be looked at in order to balance the books, but attempt to do so without having a detrimental impact on the people of Gwynedd.

It was added that a possible system had been noted in the Full Council in October 2017 which meant beginning to highlight the possible options for savings. Following a discussion with the Chairs and Vice-chairs of the Scrutiny Committees, it was noted that there might be a need to look at a different way of dealing with the situation.

The new system was explained, noting that this system struck the balance between ensuring the Council did not overreact, but that the Council was prepared to meet the range of financial possibilities that could arise annually. It was added that it needed to be ensured that every inch of efficiency savings were also squeezed out, and all departments would be required to ensure that savings were made. In addition to this, it was recommended that the Cabinet commission a review of the management arrangements. The fact that it should not be presumed that this would lead to any financial savings was outlined, but it was good practice to take a look at the matter to ensure that our management arrangements were fit for purpose and were consistent across the departments.

It was emphasised that the Council was preparing for the worst in terms of savings, but was hoping for the best. It was elaborated that the exact

savings required would depend on the deficit that needed to be realised, depending on the Government's grant, and this would become clear in autumn.

The meeting commenced at 1.00 pm and concluded at 2.20 pm

CHAIRMAN

GWYNEDD COUNCIL CABINET



Date of meeting: 12 June 2018
Cabinet Member: Councillor Craig ab Iago
Contact Officer: Catrin Thomas
Contact Telephone Number: 01286 679 913
Title of Item: Remodelling the Youth Service

1. THE DECISION SOUGHT

1.1 To accept the report on the remodelling of the Youth Service and the Council's decision on 3 May 2018, and agree the Cabinet's response to the request to reconsider specific elements of the model.

2. THE REASON FOR THE NEED FOR A DECISION

2.1 To decide on the response to the considerations noted by the Full Council, 3 May, 2018

3. BACKGROUND

3.1 In March 2016, the Council, through Gwynedd Challenge, resolved to cut £200,000 of the Youth Service budget in 2017-18, and achieve an efficiency target of £70,000 via “a plan which re-designs the Youth Service” and “accepting that the grants will have to form part of the review”. The reduction brings the Youth Service (controlled) budget to £ 725,300 from 2017-18 onwards.

3.2 A review of the service was completed, along with an engagement programme with young people and partners to create options for remodelling the Youth Service within the financial context of the Gwynedd Challenge decision.

3.3 The Options, an Options Assessment, and an Equality Impact Assessment of the options were presented to the Cabinet on 24 October 2017. The Cabinet resolved to hold a consultation on the structure of the Youth Service for the future, and identified Option 3 as the preferred option.

3.4 The results of the public consultation and the method for identifying the preferred option were presented to the Scrutiny Committee on 23 January 2018, in order to obtain its views.

3.5 The case for change, the options assessment, the results of the public consultation, the observations of the Scrutiny Committee, and the equality impact assessment were presented to Cabinet on 13 March 2018. Based on the consideration and the assessment of all these factors, continuing to run the Youth Service in its current form was not an option for the future.

3.6 The Cabinet resolved to remodel the Youth Service in accordance with the direction stated in Option 3 with amendments to mitigate the impacts identified.

3.7 Following the decision, the Youth Service has started implementing the remodelling to ensure a service for the county's young people in September 2018.

4. NOTICE OF MOTION, FULL COUNCIL, 3 MAY, 2018.

4.1 A notice of motion was presented to the Full Council on 3 May 2018 by Councillor Alwyn Gruffydd and, as a result, an amendment was proposed by Councillor Menna Baines.

4.2 The following decision was adopted as a result of the amendment:-

"That this Council also asks that the Council Cabinet reconsider specific elements of the new model for the Youth Service in the County because of our concerns on three counts:-

- 1) change of emphasis from the community to the welfare of individuals
- 2) the impact on the most deprived areas of the county
- 3) Impact on the Welsh language

We, therefore, ask that the Cabinet hold urgent discussions, by the end of this month if possible, with all the town, community, and city councils along with other relevant agencies. The purpose of this is to look at ways of cooperating in order to fund the continuation of as many youth clubs in the county as possible, where this is desired, over the transitional period and in order to offer appropriate support for the voluntary youth organisations that, until recently, received funding.

We also ask that the Cabinet conduct a language assessment of the impact of the restructure and an assessment of its community impact on the most deprived areas of the county."

4.3 Although the Council asked that the Cabinet reconsider specific elements of the new model, the Cabinet has a legal responsibility to reach a resolution on the subject. Consequently, how the Cabinet responds to the Council's request is for the Cabinet to decide, within the Authority's Budgetary and Policy Framework.

4.4 The steps taken by the Youth Service in the context of each of the matters raised at the Council are stated below:

5. CHANGE OF EMPHASIS FROM THE COMMUNITY TO THE WELFARE OF INDIVIDUALS

5.1 Young people, partners and other organisations expressed their opinion about the priorities for the future of the Youth Service. Three priorities for the Youth Service were identified:-

- Helping young people develop skills
- Helping young people with their personal development
- Helping young people with health and well-being matters

(Engagement Exercise, October 2016-March 2017)

5.2 Young people also told us that they wanted this support in a safe environment, which allows them to socialise with their friends and have fun.

5.3 The public consultation held in December 2017 confirmed that 63% of the respondents (3,391) supported the priorities.

5.4 In addition to what young people have told us, national policy and strategies also set the direction for the Youth Service.

5.5 Welsh Government, under the Learning and Skills Act 2000, sets the direction for Youth Services. This direction currently comes through the Direction and Guidance - Extending Entitlement 2002, the National Youth Work Strategy for Wales 2014-18, and the Engagement and Progression Framework 2015-18.

5.6 Over recent years, Welsh Government emphasis has been on directing Youth Services toward supporting young people with their learning and education, and in supporting young people who are not in education, training or work.

5.7 The Youth Service delivers in accordance with the "Youth Work Curriculum Statement". The Curriculum Statement notes that youth work is

- based on a voluntary relationship between young people and youth workers,
- provides informal educational programmes that respond to individual needs (such as help with skills, health and well-being, help with personal development and educational attainment),
- to be provided in a safe environment.

5.8 The remodelling will result in the Youth Service working within communities, across Gwynedd, to deliver its activities and projects. The Youth Service will not be working within communities via a network of youth clubs in designated buildings and communities.

5.9 The Youth Service Remodelling Plan responds to what young people have told us are priorities for them, it responds to the policy direction imposed on us, and is within the available budget.

6. THE IMPACT ON THE MOST DEPRIVED AREAS

6.1 Youth Clubs have existed in the most deprived areas, namely Maesgeirchen and Caernarfon, in accordance with Welsh Government definition (communities in the highest 10% of the Index of Multiple Deprivation, 2014). The remodelling moves away from this, and the equality impact assessment considered states that there is, therefore, a negative impact on the deprived areas.

6.2 The Equality Impact Assessment has identified mitigating measures, which are incorporated into the remodelling, these are:

- ensuring the presence of the Service in both communities and to this end, Penrallt Youth Centre and Maesgeirchen Youth Centre are to be used as office locations for some of the Full Time Youth Workers, and for holding the Youth Service's activities and projects, and for other community activities.
- ensuring more frequent activities in both these communities.
- targeting grants (for example SPLASH) to expand the provision in these geographical areas.

6.3 The Index of Multiple Deprivation was used to identifying deprived areas because it is acknowledged to be a widely used tool for measuring deprivation / poverty / disadvantage.

However, it is only one tool that measures a specific definition of poverty; and there is concern that it is not adequate for identifying poverty in rural areas.

6.4 The feedback gathered during and following the consultation confirms that some communities / areas outside Maesgeirchen and Caernarfon consider themselves to be deprived despite not appearing high up on the Index. Planning a service on the grounds of spatial deprivation, therefore, has its challenges. However, the Cabinet did consider options to remodel the Youth Service on a spatial basis that would address deprived areas - i.e. the options to run clubs in 10 or 14 communities only. An impact assessment of those options showed that the impact would have been more negative had the Cabinet taken this route. There was a negative impact on young people's accessibility to the Youth Service by restricting the service to fewer number of youth clubs in a small number of communities.

6.5 The Cabinet has also considered deprivation beyond the geographical definition in the equality impact assessment. When the Cabinet considered the profile of young people who took part in the review and the feedback from the public consultation, it became clear that deprivation is a broader concept than something that only affects 'places'. The feedback showed that young people faced obstacles, lacked opportunities, are vulnerable to harm, face challenges when growing up, can disengagement from education, training or work, no matter where they live. Although a higher concentration of vulnerable young people with needs live in the more urban areas, such as Maesgeirchen and Caernarfon, those needs are not unique to those specific geographical areas.

6.6 The Remodelling Plan adopted includes measures to mitigate the impacts of the changes on the deprived areas. The Youth Service's activities and projects, in moving from place to place, will reach young people and communities throughout the county, including those that have had no prior access (no previous youth club in the community).

7. IMPACT ON THE WELSH LANGUAGE

7.1 The impact on the language has been considered as part of the Equality Impact Assessment. The Youth Service, in accordance with the Council's Language Policy provides all its work in Welsh, and this will continue in the future.

7.2 0.2% of respondents to the public consultation (December 2017) noted that remodelling the Service would be detrimental to the Welsh language.

7.3 The Equality Impact Assessment states that remodelling would lead to fewer clubs in communities where young people could use their Welsh, and would, therefore, possibly, negatively impact the young Welsh-speakers who would have attended Youth Clubs but who did not wish to participate in the new activities and projects. The assessment also notes that remodelling would provide activities and projects for young people in Welsh, and this would, consequently, have a positive effect on young Welsh-speakers taking part, especially in those communities where a Youth Club did not exist.

7.4 The language requirements on the Youth Service continue, and remodelling will not change those expectations. The Youth Service will continue to

- provide a Welsh language service for the young people of the county,
- improve awareness of the value of the language by holding Language Awareness sessions for its workforce and young people,
- ensure better access to Welsh medium social activities throughout the communities of the County.

(strategic aims of the 2012-18 Welsh Language Strategy)

8. COOPERATING WITH TOWN AND COMMUNITY COUNCILS

8.1 Following the observations by the Scrutiny Committee, January 2018, the Youth Service has opened discussions with some community and town councils on identifying ways of cooperating to fund the continuation of as many of the county's youth clubs as possible, where this is desired.

8.2 A letter was sent to 32 Community and Town Councils on 31 January 2018, namely those councils in which Youth Clubs had been held between September 2017 and March 2018. 16 responses were received; of those, 10 Community Councils were keen to discuss further.

8.3 Discussions have begun with the 10 communities, and they vary in the type of possible cooperation arrangements. Below is a snapshot of the ideas currently being discussed.

- Giving the Youth Service a contribution to continue to hold the Youth Club
- Giving the Youth Service a contribution to provide activities and projects in their communities (the remodelling)
- Giving a voluntary organisation a contribution to run a Social Club locally
- Giving a Leisure Centre a financial contribution to hold a regular evening youth session
- Running their own Youth Club (by employing their own workers).
- Support to set up a brand new Voluntary Club (with discussions about the resources, equipment and accounts of the recently closed Youth Club being transferred to the new entity, and the Youth Service providing training on youth work and safeguarding for volunteers).

9. APPROPRIATE HELP FOR THE YOUTH ORGANISATIONS THAT WERE RECEIVING FUNDING.

9.1 Discussions have taken place throughout the past two years between the Youth Service and the Urdd, Eryri Young Farmers Organisation, and Meirionnydd Young Farmers Organisation.

9.2 The Cabinet has considered the impact on these youth organisations when it made its decision in March 2018. The Cabinet has asked that its services provide specific assistance to the organisations to respond to the impacts, namely

- providing the advice of a human resources consultant and pensions advice on employment / payroll matters;
- advice on business planning and governance
- the support of an area regeneration officer to identify opportunities to target grants and maximise income,
- continue to pay for hiring locations for holding aelwydydd, clubs at schools,
- continue to accept applications to the Tithe Fund toward Young Farmers' Eisteddfodau
- continue to provide youth work and safeguarding training for employed workers of the Young Farmers' Organisations,
- a grant offer, equivalent to nine months of the existing grant, for the organisations for 2018-19.

9.3 The Cabinet acknowledges the contribution made by the Urdd and Young Farmers to the language, communities, and the lives of young people who are members. Cabinet members have met with the organisations and have expressed their willingness and desire to ensure that the collaboration between the Youth Service, the Urdd and Young Farmers continue into the future for the benefit of the young people of the county.

9.4 The Remodelling Plan includes establishing arrangements for commissioning organisations to provide activities that respond to the needs of young people in the county. The Youth Service has already trialled a commissioning procedure with the Urdd in relation to holding excursions for young people. The success of this partnership has highlighted the opportunities that arise from collaborating and commissioning between the Youth Service and voluntary organisations, which could be built upon in future.

10. SUMMARY

10.1 The Cabinet has already directed the Youth Service to report back on the progress of the remodelling to meetings of the Cabinet. The Cabinet Member's Performance Reports will report on progress and will be an opportunity for the Cabinet to challenge and monitor that progress.

10.2 The Equality Impact Assessment has acknowledged mitigation measures to be implemented in remodelling the service.

10.3 Discussions have begun with some community councils and they will continue in order to identify and establish alternative arrangements to holding social clubs for young people.

10.4 Support has already been offered specifically for the Young Farmers' Organisations. The organisations and the Community Regeneration Service and the Youth Service continue to collaborate in order to provide the required support.

10.5 The Youth Service will work on developing the Commissioning Arrangement as part of its work programme during the next 12 months, which will include identifying the needs and establishing the commissioning arrangements.

11. VIEWS OF THE STATUTORY OFFICERS:

Chief Finance Officer:

"It is a matter for the Cabinet members to agree a response to the considerations presented by the Full Council on the 3rd May. Of course, if there were a decision not to re-model the Youth Service, it would have to be funded permanently, and consequently would mean less resources to maintain other services.

However, the Council could continue to re-model the service, but use one-off resources from the Transformation Fund to fund temporary alternative arrangements. "

Monitoring Officer:

"The report correctly notes that the provision of youth services in Gwynedd is a Cabinet matter. Therefore, it is a matter of discretion for the Cabinet to come to a view on the appropriate response to the Council's request and any further steps which might follow in the context of its decision making framework. The aim of the report, by summarising the

background to the original decision and reporting on the current position is to give the Cabinet an opportunity to come to a view on how it wishes to respond.”

12. BACKGROUND DOCUMENTS

Cabinet Report, 13 March 2018

<https://democratiaeth.cyngor.gwynedd.gov.uk/ielistdocuments.aspx?cid=133&mid=2237&ver=4&>

GWYNEDD COUNCIL CABINET



Report for a meeting of Gwynedd Council Cabinet

Date of meeting:	12 June 2018
Cabinet Member:	Councillor Gareth Thomas
Contact Officer:	Debbie Anne Williams Jones
Contact Telephone Number:	01286 679489
Title of Item:	'Survey of the Procedure of Developing Ysgol Bro Idris, Dolgellau'

1. THE DECISION SOUGHT

- 1.1. The Cabinet is asked to adopt the recommendations noted in the report to enable the Education Department to incorporate them as a core part of the reorganisation processes it implements jointly with other stakeholders in other catchment areas in the future.

2. THE REASON FOR THE NEED FOR A DECISION

- 2.1 An independent consultant was commissioned to carry out a '*Survey of the Procedure of Developing Ysgol Bro Idris, Dolgellau*' in order to learn lessons following the reorganisation in the catchment area, and particularly due to the fact that the length and breadth of this scheme is unique.
- 2.2 The commission was also an opportunity to address some concerns expressed by former members of staff in Y Gader catchment area regarding some aspects of the process of establishing Ysgol Bro Idris.
- 2.3 The Education Department accepts all the recommendations stated in the report '*Survey of the Procedure of Developing Ysgol Bro Idris, Dolgellau*'.

3. PRESENTATION AND RELEVANT CONSIDERATIONS

- 3.1 Establishing a new school is a partnership between the Authority and the Shadow Governing Body, which is a full statutory governing body.
- 3.2 Fundamentally, the Authority is responsible for making the decision to open a school and deliver a prefabricated building, and the Authority is under a statutory duty to achieve that by the date published.

- 3.3 The governing body is responsible for the steps to ensure that the school is in order and that a headteacher has been appointed and that a staffing structure is operational on the first day.
- 3.4 The Authority is not in a position to make promises or propose robust plans regarding the form and management of a new school, as the Shadow Governing Body or the Governors alongside the Headteacher, can present and adopt an alternative model.
- 3.5 It is acknowledged that a multi-site all-through school leads to more challenges because of the impact of arrangements on the physical location of pupils.
- 3.6 For the purposes of commissioning the survey, an initial meeting was held between the consultant and the Head of Education Department, during which:
- i. Documents of relevance to the survey were shared;
 - ii. Agreement was reached on initial actions with:
 - a) The Headteacher of Ysgol Bro Idris
 - b) Representatives from Gwynedd Council
 - c) The Chair of the Shadow Governing Body, Ysgol Bro Idris
 - d) The leaders of the group that lodged complaints against the Authority.

It was agreed that the survey would run its own course so that the information obtained would be as thorough as possible.

- 3.7 Below, the Education Department wishes to draw attention to some specific paragraphs within the report '*Survey of the Procedure of Developing Ysgol Bro Idris, Dolgellau*' in order to correct and/or provide further clarity on the issues quoted:

PAGE	PARAGRAPH	SURVEY OF THE PROCEDURE OF DEVELOPING YSGOL BRO IDRIS, DOLGELLAU	CORRECTION / FURTHER CLARITY BY THE EDUCATION DEPARTMENT
4	3.2	<i>"...there was a feeling that the new Ysgol Bro Idris would be very attractive for teachers to come to the Dolgellau area. This problem was not anticipated, and the first step of advertising every post externally with a promise of an interview to the present staff was done without properly considering the psychological impact of this on the area's existing workforce, although the decision was not implemented in the end."</i>	It was the decision of the Shadow Governing Body of Ysgol Bro Idris to advertise every post externally in the first place.

5	4.3	<i>“Consequently, the Authority did not know the exact numbers of pupils at each site. This caused difficulties to put protection money in place, and a difficulty, therefore, to set a draft budget for each site.”</i>	The number of sites did not affect the financial situation of the school as a whole, and it did not affect those sites where protection was required (Friog and Dinas Mawddwy). The uncertainty regarding pupil numbers at each site affected the staff numbers required on the other three sites. This was what made it difficult to establish the staffing structure and the staff's locations within the budget available.
5	4.5	<i>“One weakness was the Council’s lack of vision of what is meant by All-through School so as to ensure a model for consideration by the Governing Body and the school.”</i>	<p>The consultation document for the Dolgellau catchment area notes:</p> <p><i>An all-through school could provide additional opportunities to maintain a common ethos and values across the school and these should provide a more effective context for improving the quality of the teaching and learning</i></p> <p><i>An all-age school could facilitate the change, as there would be no need to move establishment between the primary and secondary stages when the pupils reach 11 years of age.</i></p> <p>Nevertheless, making a decision on how to implement and establish arrangements for the model chosen for Ysgol Bro Idris was a matter for the Governing Body and the school.</p>
9	7.5	<i>“In general, the unions believed that the Authority should have followed TUPE</i>	TUPE regulations were not relevant, as the Local Authority was the legal employer in

		<p><i>rules to appoint, rather than the procedure actually used. When challenging the unions on this, they were asked whether or not every teacher was competent to move to an equivalent post. Their views were made explicitly clear - these teachers were not under the capability procedure - and so there was no reason not to offer them an equivalent post."</i></p>	<p>every case; there was no change in the identity of the employer therefore there was no relevant transfer to the purposes of the regulations.</p>
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4. NEXT STEPS AND TIMETABLE

4.1. When considering the implementation of the following recommendations, there is a need to acknowledge that the Authority takes a lead role, but it also has an advisory role regarding other aspects. This partnership reflects the parallel statutory duties that need to be implemented to open the establishment.

4.2. Here are the recommendations:

- A vision should be set at the beginning of the process of establishing and All-through School, particularly in terms of developing the 'middle school' in order to achieve the real value of an All-through School.
- A Strategic Headteacher should be appointed very early in the process, to enable the Headteacher, the Authority and the Governing Body to collaborate on the Authority's vision.
- A Project Leader should be appointed to be responsible for the entire project (from start to finish), who is accountable to the Authority's Programme Board, to the Governing Body and to all stakeholders.
- Close collaboration should be ensured between the Professional Unions, the Strategic Headteacher, the Governing Body and the Authority, to set a clear Staffing Strategy early in the process.
- Clear and completely open criteria should be established at the start of the appointment process so that no further ambiguity arises later on in the process.
- A better communication procedure should be established so that all stakeholders know what is happening (or what is not happening, which is as important).

- It should be realised that the threat of staff losing their jobs is a serious and traumatic matter, and this should be acknowledged and responded to.
- An apology should be conveyed to the former headteachers of the Dolgellau catchment area for what was noted.
- Ysgol Bro Idris should further develop the link between Y5/6 and Y7/8 over the coming years in order to develop the principle of the Donaldson Report/Bright Future more robustly, and better relate to the principles of an All-through School.

The Education Department accepts all the recommendations stated in the report '*Survey of the Procedure of Developing Ysgol Bro Idris, Dolgellau*'. In adopting the recommendations, the Education Department, alongside other stakeholders, will incorporate them as a core part of the reorganisation processes it implements in parallel and in partnership in other catchment areas in the future.

5. ANY CONSULTATIONS UNDERTAKEN PRIOR TO RECOMMENDING THE DECISION

N/A

5.1. Views of the Statutory Officers:

i. Monitoring Officer:

"The report acknowledges that the process for establishing a school such as Bro Idris is multi-faceted and complex. It involves the co-ordination of a number of significant elements and statutory and non-statutory processes leading to the opening of the new establishment. It is appropriate to reflect on the project to ensure that lessons to be learnt are identified and feed into the improvement of future arrangements."

ii. Head of Finance Department:

"Whilst accepting the bulk of recommendations as lessons to be learnt, the practicability of some may be unclear. For example, the second recommendation is not specific about the meaning of "very early in the process", and to some extent the Authority needs to crystallise its "vision" for the school before advertising for the head. Generally, apart from appointing a head more than 4 terms before the school opens, I take it that the rest of the recommendations are possible within the current resources of the Education Department and the relevant catchment area."

APPENDIX 1

Report: '*Survey of the Procedure of Developing Ysgol Bro Idris, Dolgellau*'.

Survey of the Procedure of Developing **Ysgol Bro Idris, Dolgellau**

Gareth Williams

April 2018

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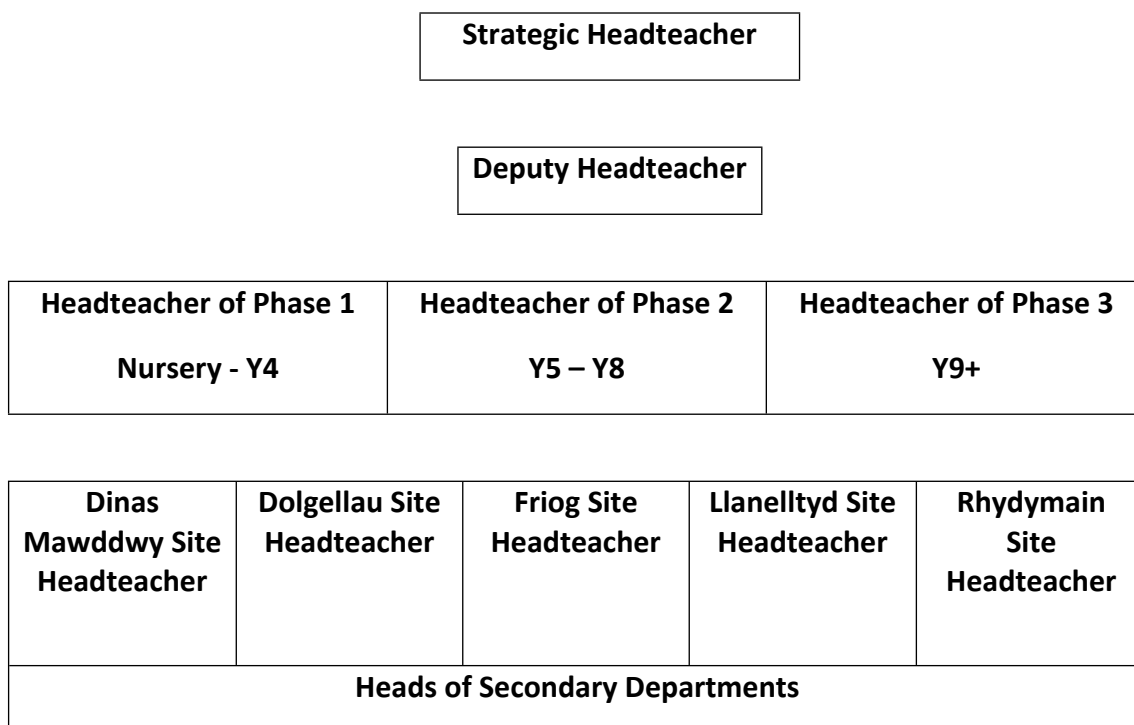
1. PRINCIPLES FOR THE REPORT

- 1.1 This report was commissioned by Gwynedd Council to address some concerns amongst former members of staff from the Y Gader catchment area regarding some aspects of the process of establishing Ysgol Bro Idris. During the discussions regarding the work's brief, it was made clear that one of the main purposes of the work was to learn lessons from the process for similar processes in the future.
- 1.2 This is an unbiased report on the structure used to develop Ysgol Bro Idris, Dolgellau.
- 1.3 An initial meeting was held with Gwynedd Council's Head of Education Department, noting the requirements and expectations.
- 1.4 This meeting was intentionally kept brief and to the point so that no prejudices were divulged beforehand (25 minutes).
- 1.5 At this initial meeting:
 - i. documents of relevance to the investigation were shared;
 - ii. agreement was reached on initial actions with:
 - a. The Headteacher of Ysgol Bro Idris;
 - b. Representatives from Gwynedd Council;
 - c. The Chair of the Shadow Governing Body, Ysgol Bro Idris;
 - ch. The leaders of the group that lodged complaints against the Authority.
- 1.6 It was agreed that the investigation would run its own course so that the information obtained would be as thorough as possible.

2. PROLOGUE

- 2.1 Ysgol Bro Idris is a new school. It is not an adaptation of Ysgol y Gader and the primary schools in the catchment area.
- 2.2 It is essentially important that people understand this principle. This is not a secondary school with satellite primary schools, rather it is ONE SCHOOL with sites in six areas across the area.
- 2.3 The school's management structure has been drawn up to reflect this.

2.4 This is the management structure for Ysgol Bro Idris:



2.5 The Strategic Headteacher was appointed to commence in post in January 2016, and began in her post April 2016. Her initial task was to consider the structures of similar schools in other parts of Wales and beyond before reaching a decision on the management structure of Ysgol Bro Idris.

3. GENERAL

3.1 The structure of this report will be based on contributions from a number of different stakeholders. Consequently, there will be overlapping views between the various stakeholders. Although this will be repetitive, it is important that an understanding of the views and opinions of various cohorts are gathered and recorded.

3.2 There was a lack of sufficient awareness of the staffing situation in the area's schools. The Dolgellau area is not very attractive for teachers to come and teach in the area. At Ysgol Uwchradd Y Gader, substantial difficulties were experienced in filling existing posts; however, there was a feeling that the new Ysgol Bro Idris would be very attractive for teachers to come to the Dolgellau area. This problem was not anticipated, and the first step of advertising every post externally with a promise of an interview to the present staff was done without properly considering the psychological impact

of this on the area's existing workforce, although the decision was not implemented in the end.

- 3.3 A number of problems had existed at some of the area's schools and an undertone of staff had not acted extensively enough. Nevertheless, after changes in the schools' leadership, the teachers rose to the challenge, and lifted the schools from the low categories they had found themselves in.
- 3.4 There was a lack of understanding from many directions and insufficient recognition was given to the:
 - i. hard work that the catchment area's school staff had done following firm leadership at the schools;
 - ii. real negative impact of the original decision not to put aside the jobs and decide to advertise externally; (This was changed but the damage had been done and it led to many tensions between the staff and governance of the new school and the impact of this decision on the workforce's morale).
 - iii. fact that the area was not attractive to a vast range of job applicants.

4. MEETING OF EDUCATION OFFICERS

- 4.1 At the meeting with the relevant Education Officers, it was agreed that the LA had followed restructuring structures technically correct.
- 4.2 There were some matters that the Authority had not anticipated, for example, there was an expectation that pupils from the primary schools that would close would attend the sites noted by Ysgol Bro Idris. This did not happen; some parents of the schools that closed chose to send their children to different organisations to the recommendation of Ysgol Bro Idris.
- 4.3 Consequently, the Authority did not know the exact numbers of pupils at each site. This caused difficulties to put protection money in place, and a difficulty, therefore, to set a draft budget for each site.
- 4.4 The officer noted that he was of the opinion that it would have been valuable to get the Unions involved in the discussions from the outset. This would have mitigated many of the problems highlighted later in the process. Nevertheless, it is emphasised that the structures that the LA took were technically correct.
- 4.5 One weakness was the Council's lack of vision of what is meant by All-through School so as to ensure a model for consideration by the Governing Body and the school.
- 4.6. It was managed to reduce the number of primary sites from eight to five. This exercise had been party to discussions and consultation since 2010,

however, the consideration given to an all-through school at the time was scarce. The failure of the current exercise was relating the reorganisation to the principles of an all-through school.

- 4.7 No appointment was made to the post of Headteacher of Ysgol Bro Idris following the first advertisement. Following the second advertisement, an appointment was made, however months had been lost and the school had been without professional leadership.
- 4.8 The Shadow Governing Body requested a High Level Project Leader to lead on this project. Although there was an element of support to the project, this was not on a sufficiently high level to make strategic decisions or to lead and hold the communications between the Authority, staff and parents so that there was a sense of assurance as the work progressed.

RECOMMENDATIONS:

- The Authority should create a draft allocation very early in the process so that the staffing structure and a balanced budget can be ensured early on.
- The Authority should possess a clearer vision of the principles of an All-through School for the future.
- A Project Leader should be appointed to be responsible for the entire project (from start to finish), which is accountable to the Authority's Programme Board, and co-operates with the GB and all stakeholders.

5. PRINCIPLES OF AN ALL-THROUGH SCHOOL

- 5.1 What are the principles of an all-through school? According to Vanessa Williams, Director of Ark Schools and the founder of King Solomon's (all-through) Academy:

"I think the biggest advantage is about having a shared philosophy and ethos which ensures that there is greater consistency around expectations, pedagogy and the cultural ethos of the school"

- 5.2 According to an article in the Independent:

"Many educationalists favour this model of schooling because it eliminates any unsettling transition between the primary and secondary stages. Having all ages on site also enables older pupils to act as mentors for younger children, while primary pupils benefit from having specialist science and language available and sharing sports facilities that stand-alone primaries can only dream about."

- 5.3 One could list endless quotes regarding the principles of an all-through school, however, basically, the 9-13 year old stage is one of the most key stages in the educational lives of pupils. It is my opinion that not enough research was conducted to set the direction and vision for establishing Ysgol Bro Idris.
- 5.4 Apart from the 0 to 3 years old stage, the 9 to 13 years old stage is the one where the greatest changes are seen in a person. Astonishing emotional and physical changes happen, however, the education system divides the pupils' careers into two different structures and procedures.
- 5.5 There is a really strong argument for bringing the education of these pupils - years 5/6/7 and 8 - much closer together in order to prevent the drop in standards and education when transferring from the 'primary' to the 'secondary'.
- 5.6 Basically, as one of the teachers' unions suggested, all that has happened is that there is a structure of one school uniform with one Headteacher, however, it operates as one secondary school and five primary schools.
- 5.7 Following her appointment, the Strategic Headteacher of Ysgol Bro Idris attempted to get Y5 and Y6 pupils to establish under the same roof as the rest of the secondary department. Considerable objection was voiced as this had not been referred to in the consultation when Ysgol Bro Idris had been established.
- 5.8 The Headteacher managed to reach a compromise by ensuring that Y6 spent one day a week in the secondary department but this continues to be far from the principles of an All-through School. Nevertheless, it is important to see the views of Y5 and Y6 on this in section 12 of this report.

RECOMMENDATIONS:

- The Authority should possess a clearer vision of the principles of an All-through School for the future (In accordance with the recommendation in Section 4)

6. THE SCHOOL'S GOVERNANCE

- 6.1 A Shadow Governing Body was established to prepare for the new school. A total of 20 members were on the Shadow GB, and the body was served robustly by an Assistant Area Education Officer.
- 6.2 In addition, arrangements were made that the Headteachers of the catchment area were members of the Shadow Board, until the Strategic Headteacher would be appointed to the post.

- 6.3 When the Strategic Headteacher was appointed, pressure came from the direction of the catchment area's Headteachers to continue on the Board. This was agreed but only as observers.
- 6.4 The Governing Body was very awkward with up to 20 governors, the Strategic Headteacher, and the Headteachers as observers. The governors questioned felt that this Body was much too clumsy, and as a result, that achieving strategic developments was incredibly difficult. It was noted that there was a feeling that the body acted as a "public meeting."
- 6.5 The GB, very early in the process, and prior to the appointment of a Strategic Headteacher, wanted a high status Project Leader to proceed with the work. Efforts were made to do this, however, they did not last long and possibly they did not have sufficient status.
- 6.6 As this was such a major project and such a new project for the Authority, a Project Leader should have been appointed at the commencement of the project in order to:
- i. Reduce the burden on the Governing Body.
 - ii. Create an open communication structure between the Authority, the GB and all staff of all schools.
 - iii. Facilitate the strategic work of the Strategic Headteacher as she had to develop the entire vision and strategy of the school without a management team.
 - iv. Ensure that the project developed more smoothly.
- 6.7 When deciding on a staff appointment structure, an original proposal was received to advertise every post externally. However, after many objections, this was changed to internal appointments, if possible.
- 6.8 Although the GB made the decision for the right reasons, i.e. seeking the best possible staff to work at the new school, considerable ill-feeling was caused amongst the staff in the catchment area. The Dolgellau area was not naturally attractive to staff. The secondary sector had experienced great difficulties in appointing to some disciplines over the previous years. Falling back on a decision provided ammunition to the school's objectors who were ready to note the weaknesses of the school's governance.
- 6.9 Conclusions:
- i. The Chair of the GB had done exceptional work in managing to get structures in place in an incredibly difficult situation.

- ii. All the Headteachers should not have been observers, rather they should have elected one to represent them. This group was very influential and obstructed, and undermined, the status of the Strategic Headteacher.
- iii. Due to the size of the GB and its observers, a strategic sub-panel should have been in place to support the work of the Strategic Headteacher to set a structure for the school as this was essential in order to set staff numbers and a managerial structure for the school.

7. THE TRADE UNIONS

- 7.1 The Teachers' Unions were of the opinion that insufficient consultation took place regarding the staffing structure at Ysgol Bro Idris.
- 7.2 The unions heavily criticised the unions for the communication procedure between the Bro Idris organisation, the unions and the teachers.
- 7.3 The three unions were very critical of the lack of information given to teachers and this created uncertainty and unnecessary concern. One union noted that it was essential to let staff know what was going on:

"The authority, the governors and Strategic Headteacher had no information for the unions..."

This led to rumours, often unfounded, due to the lack of communication...

The staff were continuously "in the dark".

The meetings with the education officers were insensitive towards the dire situation of the staff.

The feedback procedure following interviews was inconsistent (although guidance had been provided to the school). This needed to have been established at the beginning of the process."

- 7.4 The unions noted that the Authority had missed an opportunity, although there was no legal requirement to do so, to offer early retirement to staff, as this would have mitigated some of the concerns.
- 7.5 In general, the unions believed that the Authority should have followed TUPE rules to appoint, rather than the procedure actually used. When challenging the unions on this, they were asked whether or not every teacher was competent to move to an equivalent post. Their views were made explicitly clear - these teachers were not under the capability procedure - and so there was no reason not to offer them an equivalent post.

- 7.6 There was a lack of information about agreed criteria in terms of staff appointment. For example, what percentage of the criteria accounted for:
- i. Teaching ability;
 - ii. Standards of pupils' work;
 - iii. The professional interview;
 - iv. The full interview.
- 7.7 One union compared the structures of establishing Bro Idris with two schools in Gwynedd, as well as all-through establishments in other parts of Wales. The union noted that the problems at Bro Idris were much more turbulent because of the communication difficulties and the lack of vision.
- 7.8 In a communication between one Union and the Strategic Headteacher/GB, it was noted that the appointment procedure had existed for five months prior to the face-to-face meeting.
- 7.9 The three unions noted that the structure of "ring fencing" had not happened from the outset, and one union noted that regular rumours were heard and that a feeling of "new school - new staff" existed. This created further uncertainty and concern regarding the future of the staff.

RECOMMENDATIONS:

- The professional unions should be brought in at the beginning of the process.
- Clear and completely open criteria should be established at the beginning of the appointment process so that no further ambiguity arises further on in the process.
- Much more sympathy should be shown towards staff who were considerably concerned about their future.
- Regular communication should be ensured between the Authority/school and all staff to ensure an open procedure.

For further information: a meeting request was sent to UNISON, however, this union did not respond to the request.

8. PRIMARY HEADTEACHERS FROM THE Y GADER CATCHMENT AREA

- 8.1 Meetings were held with four former Headteachers of the catchment area's primary schools. On the whole, their views were consistent:

The Authority had a lack of vision regarding a lifelong school. Nothing was clear.

- i. The failure to "ring fence" jobs created a sense that staff who had given years of service, some of who had worked exceptionally hard to get schools out of Estyn measures, were being undervalued.
- ii. There was great uncertainty regarding what jobs were available and so this made it very difficult for staff to know which jobs to apply for. Job descriptions were not available early enough and they were not clear enough. Clearer appointment criteria were needed. As the Authority or Headteacher/GB had not shown sympathy towards the staff, and as the unions had not been a part of setting the staffing structure, the primary Headteachers of the catchment area felt that they had had to protect the staff.
- iii. Some of the Headteachers saw the value of merging Y5/6/7 and 8, but others did not share the same view. The objection derived from the fact that this was not part of the original vision. As the school attempted to change this and bring Y5 and Y6 to work at the secondary department, there was a lack of sufficiently clear communication to the various stakeholders in explaining the reasoning, purpose and advantages of this change.
- iv. One Headteacher felt that some of the staff were refusing to accept any changes. This led to negativity towards Ysgol Bro Idris.
- v. Communication with the staff was weak.
- vi. Some of the Headteachers showed great sympathy towards the Strategic Headteacher and the GB as they had to act without support. There were strong feelings of opposition to the fact that the School Council was involved in the appointment process, as a high percentage of the catchment area's staff were being interviewed and a number were naturally rejected. Although there was no objection to the principle of involving the School Council, the situation at Bro Idris was exceptionally sensitive, internally in the school and externally in the community. It was felt that the pupils' role was unfortunate in such a sensitive situation.
- vii. In general, appreciation was shown towards the Course for Change held by Gwynedd's Human Resources Department, however, it was noted that only four governors attended this course.

8.2 Conclusion:

- i. The communication had been weak.

- ii. A clear enough vision of the purpose of an all-through school did not exist.
- iii. More robust criteria was needed for staff appointments.
- iv. The lack of "ring fencing" at the beginning had caused a lot of ill-feeling.
- v. Some members of staff refused to accept that change was going to happen.

9. GYDCA (Primary and Special Catchment Area Consultative Group)

9.1 A situation arose following a GYDCA meeting on 16.03.16.

9.2 This is the excerpt from the minutes that led to considerable tensions between the Authority and the Headteachers of Y Gader primary schools:

"As part of the item on Schools modernisation, an observation was made by one Union in particular regarding the appointment procedure that took place at Bro Idris, and specifically regarding the use of a pupil council in the process. The Headteacher of Ganllwyd agreed to ascertain the views of all staff in the Catchment area regarding the reorganisation process, for further discussion at GYDCA in the summer term. The observations will need to be sent to Mai Bere prior to the meeting." 16.03.16.

At this meeting, a strong representation of Authority officers were in attendance; however, no objection to this was noted in the minutes.

9.3 The Y Gader Headteachers acted on this by drawing up a questionnaire for teaching staff. The following is concluded from the questionnaire:

- i. it contained a lot of useful information;
- ii. observations were made, as well as answering the questions;
- iii. a response was received from a good representation of the catchment area's teaching staff;
- iv. the questions had not been drawn-up scientifically, and some of the questions were very closed;
- v. the Headteachers had made an error in the fact that they had noted that the questionnaire had been drawn-up on behalf of the Gwynedd Federation of Headteachers, rather than at the request of GYDCA.

9.4 This last clause led to considerable tensions and a formal letter was sent by the Authority for the attention of the Chair and Vice-chair of the Federation.

9.5 The responses of the Chair and Vice-chair categorically note that the Federation played no part in this matter.

- 9.6 The Y Gader Headteachers had made a mistake by noting in the questionnaire:

'A report on the reorganisation in the Y Gader Catchment Area was invited by the Gwynedd Federation of Headteachers...'

and as the Chair and Vice-chair of the Federation noted in their response to the Authority:

"The title is wrong. It should read:

'A report on the reorganisation in the Gader Catchment Area was invited by GYDCA' "

- 9.7 It is fair to say that the letter sent by the Authority to the Chair and Vice-chair of the Federation was one that caused a lot of unnecessary work to the two Headteachers in answering the questions raised.
- 9.8 The only question that should have been posed to the Federation was: "What part did the Federation play in this process with the Y Gader Headteachers?" This would have saved a lot of work to the Authority and to the Federation's officers.
- 9.9 It is concluded that the nature of the tone of the letter sent to the Federation and shared with the representatives of each catchment area was unfortunate, and that it created considerable, and unnecessary, ill-feeling amongst a number of the Headteachers of the catchment area.
- 9.10 It is concluded that a discussion should have been held between the Authority and GYDCA, rather than allegations/insinuations being made against the Federation.
- 9.11 It is concluded that mistakes were made on both sides, and it could be argued that the questionnaire was of a non-scientific nature; however, it did contain valuable information about the views of the teaching staff.
- 9.12 It is also concluded that the Authority had been exceptionally heavy-handed and overly critical of a simple request to obtain information about the feelings of the catchment area's staff.

10. THE SCHOOL'S TEACHERS

- 10.1 A brief meeting was held with all Ysgol Bro Idris teachers to invite them to give their views on:

- i. How would you suggest ways for the Authority to improve their process of establishing a new school which would have facilitated your situations?
 - ii. How has Ysgol Bro Idris established after a term of work?
- 10.2 Nine letters of response were received - four via e-mails and a conversation was held with another three teachers, giving a total of 15.
- 10.3 In general, the observations about the period prior to the official opening of the school were relatively similar:
 - i. This period was prolonged and exceptionally concerning for staff and their families. The process needed to be commenced much earlier so that everything was in place way before the school opened.
 - ii. There was a lack of regular information and no communication procedure. Some stakeholders knew more than others about what was going on.
 - iii. A clear staffing structure was lacking and therefore the teachers were unable to decide which jobs to apply for.
 - iv. The procedure of advertising jobs externally (when appointing internally had failed) undermined the staff's confidence and added to their concern.
 - v. Lack of funding from the outset to arrange transport for pupils and staff to move Sites.

It is concluded that the views of the teachers, to a great extent, is the same as the views of other stakeholders.

- 10.4 In terms of the way that Ysgol Bro Idris had developed over the first term, there are professional and balanced observations from the 15 members who contributed to the investigation:
 - i. There was a feeling that the first term had been difficult and heavy-going, but that the school had established well by the beginning of the second term.
 - ii. There was a feeling that the weekly visits of Y6 had been exceptionally successful and the need to develop this further.
 - iii. There was a feeling that "one school" had developed exceptionally effectively.
 - iv. The pupils appear very happy at the school.

- v. Effective emphasis on the work of the School Council

10.5 Nevertheless, the school needs to look at:

- i. Communication, which is a real challenge. Consideration should be given to further developing the technological systems to ensure consistent information.
- ii. There was a feeling that the SMT was heavy in terms of the primary, and that there is a lack of full understanding of WJEC courses, departmental funding etc. There was one suggestion to appoint an Examinations Officer to implement WJEC's structures.
- iii. There was a feeling that the primary had much more planning time than the secondary although that the staff realised that the five primary sites were very difficult for general planning. Nevertheless, there were also opportunities to plan between Y5/6 and Y7/8.
- iv. There was a general feeling that the Information Technology and tracking procedure was not effective enough and that the shortcomings in supporting the technology caused concerns.
- v. One teacher noted that the school's vision was not clear enough and that there is a lack of information for behaviour policies and a Language policy.
- vi. Due of the situation of the six sites, the expertise of the primary teachers are not used in full.

RECOMMENDATIONS:

- The SMT should hold 1:1 sessions with the staff, starting with heads of department, so that there is a clear joint-understanding of the departments' needs.
- Consideration should be given to joint-planning between Y5/6 and Y7/8 teachers so that the actual advantages of an All-through School are realised.

11. PUPILS

11.1 Three primary sites were visited where six schools had closed and had established as three primary sites.

11.2 The purpose of the visit was:

- i. To see how the pupils had settled at their new sites
 - ii. To see how the link with the secondary site was developing
- 11.3 The pupils spoke enthusiastically about their experiences at the new sites, and although they expressed some longing for their former school, they were obviously enjoying the new experience of working with more children, and children from areas other than their own villages.
- 11.4 Y6 pupils were exceptionally enthusiastic about having lessons at the secondary site. They attended the secondary site every Thursday and they were very enthusiastic when speaking about their experience. They received lessons in French, Technology, Physical Education and Science. They were eager to attend the secondary more often.
- 11.5 Y5, specifically at the smaller sites in terms of numbers, were more nervous but very eager to attend the secondary in the same way as Y6. They could see the enthusiasm of Y6 and were ready to go the following year. A number of Y5 pupils asked to go with Y6 on the Thursdays this year.
- 11.6 One Y6 pupil noted that he was also concerned before going for the first time in case they "got lost", but very soon, the experience became one that was eagerly looked forward to every week.
- 11.7 One site Headteacher noted that every Y6 parent at their site had expressed their absolute appreciation for the opportunity their children were having from the secondary experiences every Thursday.
- 11.8 It is concluded, nevertheless that a small number of parents continue to object to the opportunity for Y6 to attend the secondary, albeit a very small number. Peer pressure from the direction of the children should reduce this tension over time.

RECOMMENDATIONS:

- The Authority should possess a clearer vision of the principles of an All-through School, particularly in relation to developing the 'middle school' in order to achieve the real value of an All-through School.
- Ysgol Bro Idris should further develop the link between Y5/6 and Y7/8 over the coming years in order to develop the principle of the Donaldson Report/Bright Future more robustly, and better relate to the principles of an All-through School.

12. CONCLUSIONS

- 12.1 There was real uncertainty amongst the Authority's officers regarding who was actually responsible for developing Ysgol Bro Idris as an all-through school. Although a number of officers were involved with different aspects of the project, no single person was actually responsible and no accountability procedure was in place. When making enquiries, it became apparent that nobody had an actual understanding of the full principles of an All-through School. Instead, it appeared more of a project to close a number of small schools in the catchment area.
- 12.2 As a result of the lack of guidance and lack of vision, very intense pressure was placed on the Governing Body (shadow).
- 12.3 Following the appointment of the Strategic Headteacher, some months into the process, this person had to research the principles of an all-through school, but this was much too late into the process. As the Strategic Headteacher was eager to bring Y5 and Y6 more into the secondary site as a natural part of Phase 2, objections were expressed since this had not appeared in the original plans.
- 12.4 The decision of the Shadow GB to advertise openly to the world (and then change their mind), created ill-feeling amongst the staff of the catchment area and created a feeling amongst the staff of the lack of value shown towards them as teachers.
- 12.5 Shortcomings were seen in the emotional support given to the catchment area's staff. Accurate and clear information was provided regarding the process, however, there was no follow-up to this in the form of support to staff who strongly felt that there was a possibility that they would lose their jobs.
- 12.6 Nevertheless, the Authority's Human Resources staff had done a lot of work that was appreciated as they assisted and prepared staff for interviews. As Human Resources staff were the ones who became face-to-face with staff in their role of developing them for interviews, they also, at this time, were the only public face of the Authority. This was unfair on the Human Resources staff.
- 12.7 There were definite shortcomings in the Staffing Structure at the beginning of the process. The staff were uncertain when applying for jobs as the whole structure had not been shared with them. This added to the uncertainty of staff.
- 12.8 The professional unions were kept at an arm's length of the appointment process. This was not discussed with the unions for some months. This was

an error, as collaborating with the unions would have prevented many problems later on in the process.

- 12.9 There was a lack of clear criteria regarding the appointment procedure. A visit was held to evaluate the teaching, along with an interview procedure. Nevertheless, none of the applicants were certain how much weighting was placed on the teaching evaluation, and how much weighting was on the interview. No consideration was given to the quality of pupils' work. A % score needed to be provided for these four fields.
- 12.10 Communication between the Authority / GB and different stakeholders was a matter to be addressed. This is where a Project Leader would have made a difference, by keeping all stakeholders in the picture throughout the project.
- 12.11 The work of seeking to merge the sites is to be praised and there is evidence that the Management Team have now developed the principle of "One School", within a term of the opening of the school. This deserves high praise.
- 12.12 There is a need to work further with parents to bring Y5 and Y6 closer to collaborating with Y7 and Y8 pupils.
- 12.13 There is also room to consider how to use expertise within the primary units so that every site is able to take advantage of the obvious expertise that exists. With the five primary sites and considerable distance between them, developing this will be no mean feat.

13. RECOMMENDATIONS

RECOMMENDATIONS:

- A vision should be set at the beginning of the process of establishing an All-through School, particularly in terms of developing the 'middle school' in order to achieve the real value of an All-through School.
- Attempts should continue to be made to appoint a Strategic Headteacher very early in the process, to enable the Headteacher, the Authority and the Governing Body to collaborate on the Authority's vision.
- A Project Leader should be appointed to be responsible for the entire project (from start to finish), which is accountable to the Authority's Programme Board, to the GB and to all stakeholders.
- Close collaboration should be ensured between the Professional Unions, the Strategic Headteacher, the GB and the Authority, to set a clear Staffing Strategy early in the process.
- Clear and completely open criteria should be established at the beginning of the appointment process so that no further ambiguity arises further on in the process.
- A better communication procedure should be established so that all stakeholders know what is happening (or what is not happening, which is as important).
- It should be realised that the threat of staff losing their jobs is a serious and traumatic matter, and this should be acknowledged and responded to.
- An apology should be conveyed to the former headteachers of the Dolgellau catchment area for what was noted.
- Ysgol Bro Idris should further develop the link between Y5/6 and Y7/8 over the coming years in order to develop the principle of the Donaldson Report/Bright Future more robustly, and better relate to the principles of an All-through School.

APPENDIX:

Sources of evidence:

1. Strategic Headteacher, Ysgol Bro Idris
2. The Chair of the Governing Body, Ysgol Bro Idris
3. The Chair of the staff Appointment Panel, Ysgol Bro Idris
4. Four Education Officers and Assistant Education Officer
5. Two Officers from the Human Resources Department, Gwynedd Council
6. Four former primary Headteachers in Y Gader catchment area
7. Chair of the Gwynedd Federation of Primary Headteachers
8. Three Teaching Unions Officers: NASUWT, NUT and UCAC
9. Ysgol Bro Idris Staff, including:
 - 9 letters;
 - 4 e-mails;
 - three informal interviews.
10. Y5 and Y6 pupils at three primary sites: Llanelltyd, Dolgellau and Rhydyman

Documents:

1. Documents and presentations by Gwynedd Officers
2. The Unions' letters to the Authority and the responses received
3. The Unions' letters to the Strategic Headteacher/ GB, Ysgol Bro Idris, and the responses received
4. GYDCA minutes 10.03.17 and 11.06.17
5. The Authority's letter to the Chair and Vice-chair of the Gwynedd Federation of Primary Headteachers.
6. The response of the Federation's Chair and Vice-chair to the Authority's letter.
7. E-mails sent between the Authority and the Representative of Y Gader catchment area's primary Headteachers.

I would like to thank all stakeholders for their willing cooperation as I gathered the evidence for this report.

Gareth Williams

CV Gareth Williams

2007 – Present

Independent Consultant operating across Wales supporting Authorities, schools, and individual headteachers.

Operate as an Independent Inspector with Estyn inspecting schools and Authorities.

2004-2007:

Chief Executive of Cynnal – A company that served Gwynedd and Anglesey Authorities' primary, special, and secondary schools

Specific responsibility::

- Chief Wxecutive of the Company
- Chief Consultant of the Company
- Chief inspector of the Company

1996-2004:

Primary Consultant with responsibility for over 52 primary schools in Anglesey.

Additional Responsibility: Team Leader for Management Development Gwynedd and Anglesey Authorities

1975-1996:

Headteacher of Beddgelert, Y Gorlan, Tremadog, ac Yr Hendre, Caernarfon primary schools.

Agenda Item 8

REPORT TO THE CABINET

June 12th, 2018

Cabinet Member: Cllr Gareth Thomas

Subject: Band B Twenty First Century Schools Programme

Link Officers: Garem Jackson, Head of Education and Dafydd Gibbard, Senior Manager Property

The decision sought

1. Approve in principal initial priorities for Band B of the 21st Century Schools Programme.
 2. Wait for the result of the process for establishing the Council's Asset Management Plan before adopting a final programme.
-

Opinion of the local member

Not a local matter

1.0 Initial phase of the Twenty First Century Schools Programme (Band A)

- 1.1 The Welsh Government Twenty First Century Schools Programme was established in 2013 with the aim of investing (based on a 50/50 partnership with LEAs) approximately £1.4bn in education buildings. The programme's principal aims were to:
 - Reduce the number of buildings that are in a poor condition
 - Provide the correct number of places for pupils in schools in the correct locations, reducing the unnecessary empty places
 - Reduce building running costs in order to maximize the available resources to teach pupils
 - Promote sustainability through reducing running costs, use of energy and carbon emissions
- 1.2 The initial phase (Band A) of the Government's Twenty First Century Schools Programme (Band A) ended at the end of the financial year 2017/18. Gwynedd Council secured £18M of grant funding from Band A with a further £18M of the Council's resources being designated to establish a full programme of £36M.

1.3 This investment has enabled us to complete the following schemes:

- New Hafon Lon special school and Hafod y Sêr respite care home, at Penrhyndeudraeth
- A Lifelong School at Bala including a new primary building, upgrade the secondary space, new library, new sports space and cinema/theatre provision.
- Upgrade and extend Ysgol O M Edwards, Llanuwchllyn
- New Glancegin Primary School, at Maesgeirchen, Bangor
- New Bro Llifon Primary School, Groeslon
- Upgrade and extend Dolgellau, Rhydymain and Llanelltyd sites as part of establishment of Bro Idris Lifelong School.

1.4 Band A has enabled Investment in our educational infrastructure on a scale not seen before. These plans has enabled us to move from 19 schools in buildings that had been identified as being in a satisfactory/poor/very poor condition, to 8 buildings in good condition. Gwynedd has completed all of the plans that had been identified in our Strategy Plan for 2013/14 up to 2017/18. Prior to that, the Council had been at the Vanguard on the Twenty First Century Schools Programme and had commenced on our Investment programme prior to that with New Schools at yr Hendre at Caernarfon and Craig y Deryn and Penybryn at Bro Dysynni. Total Investment in appropriate buildings for the 21stC exceeds £52M thus far this decade.

1.5 Subsequently, the Welsh Government has recognized Gwynedd as one of the most successful Authorities as regards completing thier Programme thus far and we take pride in being mentioned as an example of good practice in this field. Due to this trust in the Council's capacity to achieve, the Government has directed an additional allocation of £12M of Band A residual funding to Gwynedd to enable them to review the primary education provision in Bangor. This review is in preparation with proposals for a new School at y Garnedd and extension and up-grading of Ysgol y Faenol.

1.6 As the initial phase of the programme comes to an end, and as part of our preparation work to complete the next phase, a review has been held in order to establish whether our programme management arrangements were appropriate to proceed to the next phase of this ambitious programme. Some of the projects in this field are very complex that have to follow rigid statutory processes and require effective collaboration and communication with several stakeholders.

1.7 Two different teams have been involved with the individual plans in Band A, the Modernization Team in the Education Department and the Development Team in the Property Service, Environment Department.

1.8 The review's conclusion was that a single integrated team is required to manage and complete these schemes as all the tasks of options assessment, consultation, planning,

Construction and establishment of new schools form part of a composite plan, with a Project Leader and Project Manager clearly identified to be responsible for all individual schemes, from start to finish.

- 1.9 These are Education Schemes, and thus the Head of Education will be the Council's Twenty First Century Schools Programme Leader, setting a strategic direction and the expected outcomes from individual plans. So as to ensure that all these plans are fulfilled in a timely manner, that resources are prioritized across the Programme, and to maintain an overview of the new integrated team's day to day work, the Council's Senior Property Manager will fulfil the Programme Senior Supplier role for Band B.

2.0 Second phase of the Twenty First Century Schools Programme (Band B – 2019 until 2026)

- 2.1 The Government are now focussing on the second phase of the Twenty First Century Schools Programme (Band B), that will commence in April 2019. A request was received from the Government asking all Authorities to establish their priorities at short notice if we wish to ensure that funds will be allocated to us by the Government should we decide to proceed with specific matters.
- 2.2 When requesting this information, it was recognized by the Government that no LEA currently could have firmly established which schemes that they can complete over the next period and that no decisions would be in place to proceed with specific plans. They also recognized that LEA's could not commit to achieve these plans before considerably more detailed work was done on the technical aspects and the educational aspects attached to each plan. It would be very difficult for any LEA to commit to a contribution of 50% towards their programme so early in the process.
- 2.3 However, to enable the Government to financially plan for Band B, they needed to grasp what type of investment would be required to support the individual LEA's plans. There was a clear condition attached to the application noting that funding would not be available for individual priorities unless they were included as part of our Band B programme.
- 2.4 Although the Council has not made any firm commitment to fulfil these priorities, so as to ensure that we would miss the opportunity if it was the wish to complete capital schemes under this Programme over the next 7 years, the Education Department had to hold a prioritization exercise that led to establishing the possible following priorities.
- 2.5 **Improve secondary education resources in Bangor** - through using the residual funding from Band A, and completing a new primary school at Maesgeirchen, the Council will have ensured that the primary provision (except for the Catholic Church School – Our Lady's) is appropriate for the 21st Century. Following local consultation on the future of education in Bangor, there was a strongly held view that the secondary resources, especially at ysgol Tryfan, were not fit for purpose. The buildings at this school are of a very traditional nature

and now requires modifications or even re-construction on a large scale if it is to reach the expected standard for the 21stC. A similar situation existed at Ysgol Friars at the turn of the century and of course the new provision now there has meant a substantial difference in the Standard of resources on both sites.

2.6 Our Lady's School (Catholic Church School) – the buildings on this site are in very poor condition and our condition inspections have for many years recognized that to ensure improvement, a substantial investment is required. Even if investment was made, the site is in a location adjacent to a busy main road and railway it is a narrow site and unfit for purpose in the twenty first century. As the Catholic Church is responsible for these buildings, the Council would not be required to contribute towards the cost of a new resource. The Church can receive a contribution of 85% from the Government towards relocation costs and they wish to utilize this opportunity. Of course, Gwynedd pupils will attend the school and therefore any plan that would have an impact on them must be included within Gwynedd Council's list of priorities.

2.7 Post 16 Education – During the next term, an independent review will be undertaken of post-16 education provision in Gwynedd, with the focus on schools in Arfon, where post-16 pupils currently receive their education in the secondary schools rather than in a tertiary college provision as happens in the rest of the county. The independent review will identify the strengths and weaknesses of the current provision and present recommendations for modelling the post-16 provision in the future. Without pre-empting any conclusions the independent review may come to, failing to include this project in the Council's outline list of priorities would result in losing the opportunity to achieve anything in this field for the young people in Arfon, should the independent review come to the conclusion that any changes would be beneficial to the young people of Arfon.

2.7 Improving primary provision in Cricieth – our condition inspections have recognized that the condition of this school's buildings is in category C – that several substantial defects in the Construction require attention within the next 5 years. A little over 5 years ago, there was expenditure on the school in order to try and extend the life of the buildings for a period. Sections of the buildings are of wooden construction and of poor quality. The effect of the temporary work is beginning to wear off and it is unlikely that the life of the building can be extended further than around another five years. Unless there is planning for a long-term solution, there is a high risk of having to deal with an emergency within the next 5 years.

2.8 Condition/suitability of individual sites – although we are aware that several future phases of the twenty first Century Schools programme will be implemented, some sites due to their geographical location, size or unique merits, are not likely to be suitable on their own for a scheme to make them appropriate for the twenty first century. So as to try and rectify such a situation, we have included an outline plan that will enable up-grading the condition and suitability of approximately 20-30 schools over the next seven years.

3. Funding the Council's contribution

- 3.1 We would like to include several other plans to improve schools resources over Band B phase. However, the Government will provide 50% funding towards the programme if our applications and detailed business cases are approved. Gwynedd Council will have to provide the 50% match funding.
- 3.2 Outline information on the individual plans is available at present and it is extremely difficult to estimate the likely costs of the above plans as we are far from establishing Building requirements, on which sites or for how many pupils. However, to enable the Government to forward plan, rough estimates had to be provided and based on the available information, it is estimated that the cost of completing all the plans would be approximately £52M. (Cost of Our Lady's not included as no Financial contribution will be required from Gwynedd Council).
- 3.3 The Council would have to commit approximately £26M of capital over the next seven years, if we proceed with all the possible plans.
- 3.4 The Council has of course a number of other demands on its scarce capital resources. We are currently gathering all the capital expenditure requirements across the Council's departments to prepare our Assets Management Plan for the next 10 years as our current plan terminates this year. It is therefore very timely that we consider our capacity to fulfil all the possible plans in Band B when weighing up against the other spending requirements.
- 3.5 The process of considering what is a priority as regards capital expenditure will have been completed by Christmas and we will then be in a situation to confirm if we wish to fund all the schemes in Band B or whether there are other higher priority demands, bearing in mind that there will be a limited capital amount available over the period in question.

View of the statutory officers

The Monitoring Officer:

The report notes that the Government's requirements means that we have to establish our initial priorities in order to protect the Council's position. The recommendations are appropriate in these circumstances.

Head of Finance:

It is clear from the report that the timing of the Welsh Government's request for information does not match the timetable for developing the Council's Asset Management Plan. That plan will be the opportunity to put estimates in place, and to prioritise all the Council's requirements for scarce capital resources.

The priorities that are outlined in the report are reasonable and are consistent with the understanding of the condition of existing buildings, and with the awareness of the need to develop assets where there will be future pressures. I therefore support the decision sought.

Annexes

None

GWYNEDD COUNCIL CABINET



Date of meeting: 12 June 2018
Cabinet Member: Councillor Dilwyn Morgan
Contact Officer: Sioned Owen / Rachel Jones
Contact Phone No.: 01286 662632/ 01248 352436
Item Title: 30-hour childcare offer for 3-4-year olds

1 DECISION SOUGHT

- 1.1 The Cabinet is asked to agree for the Gwynedd and Anglesey childcare, Children and Families Department to co-operate with Conwy Council to act as Lead Authority to administer the 30-hour childcare offer for 3-4-year olds, in accordance with Welsh Government guidance.
- 1.2 That the implementation of 1.1 is subject to the Cabinet Member for Children and Young People confirming the inter-authority governance arrangements and ensuring that an appropriate partnership agreement between Gwynedd Council and Anglesey and Conwy Councils is in place.

2 INTRODUCTION

- 2.1 The Welsh Government is now committed to providing, within the term of the current Government, 30 hours per week of free early years education and childcare for working parents with children aged 3 or 4, for 48 weeks a year. The free early years education currently provided by the Foundation Phase forms part of this offer.
- 2.2 Since September 2017 the Welsh Government have been trialling the offer with seven local authorities, namely Gwynedd and Môn (working jointly); Blaenau Gwent; Caerphilly; Flintshire; Rhondda Cynon Taff and Swansea.
- 2.3 Gwynedd commenced the offer in September 2017, operating in 4 Wellbeing areas. Since then, permission was granted to add more Wellbeing areas gradually. Since April 2018 the Government has agreed to include Gwynedd and Môn fully in the Scheme. The table over shows the number of applications by Wellbeing area, including the number of childcare providers who have registered, on an area basis.

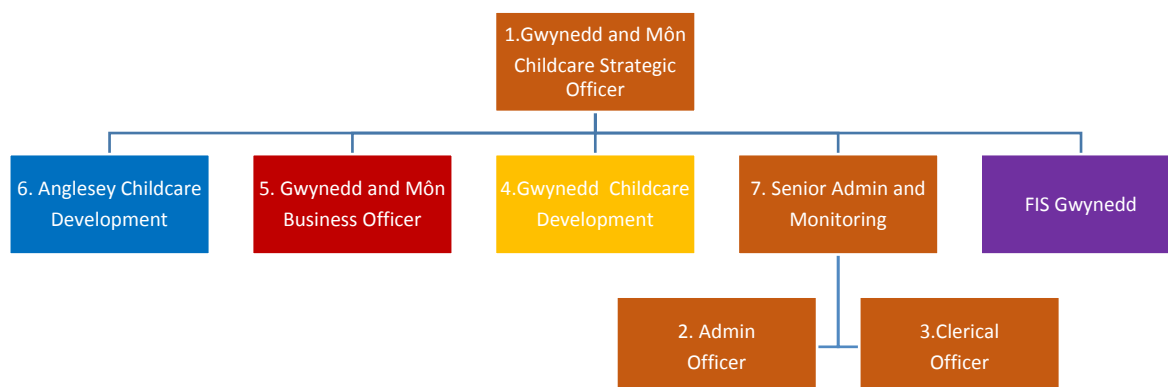
Wellbeing Area	Sept 2017	Oct 2017	Nov 2017	Dec 2017	Jan 2018	Feb 2018	Mar 2018	April 2018	Total	Number of childcare providers
Bangor	89	12	2	2	43	7	4	21	180	29
Porthmadog	28	4	3	1	13	4	1	8	62	17
Dolgellau	25	8	6	2	9	1	1	11	63	9
Ffestiniog	18	9	2	0	9	0	0	8	46	10
Caernarfon	x	x	x	101	78	15	12	23	229	44
Penllyn (Bala)	x	x	x	x	18	3	0	8	29	7
Llŷn	x	x	x	x	x	x	x	37	37	16
Tywyn	x	x	x	x	x	x	x	23	23	6
	160	33	13	106	170	30	18	139	669	138

- 2.4 At the Council Cabinet on February 14, 2017 it was agreed to establish the Gwynedd and Môn Childcare Unit. This unit was established for the purpose of administering scheme applications and also deals with duties under the 2006 Childcare Act in both counties. The unit is accommodated in Gwynedd, within an office in Bangor.
- 2.5 Officers from Gwynedd and Anglesey have been working with the Legal Unit, Gwynedd Council to draft a formal partnership agreement for the Unit to work for both counties. This work is still to be completed.
- 2.6 The team is now cooperating well and effectively and has distributed the funding sums shown below to Gwynedd and Môn childcare providers. This has obviously provided an economic boost, easing the financial burden on parents and allowing them to work more hours. In addition, the childcare providers have benefitted as businesses since the payment rate of £4.50 per hours is most favourable.

Funding distributed to childcare settings	Sept 2017	Oct 2017	Nov 2017	Dec 2017	Jan 2018	Feb 2018	Mar 2018	April 2018	Total
Gwynedd	£46,390	£75,942	£67,576	£75,039	£151,092	£136,346	£145,125	£226,746	£942,257
Môn	£20,619	£31,108	£24,129	£19,471	£50,400	£53,097	£58,272	£101,882	£358,980
Total	£67,009	£107,050	£91,705	£94,511	£201,492	£189,444	£203,397	£328,628	£1,301,238

- 2.7 In the next period, the Government has £25m to invest in the Childcare Offer during 2018 and an additional £40m in 2019. This year, they hope to attract an additional 11 local authorities to expand the current pilot scheme.
- 2.8 In accordance with the new guidelines, there will be two different methods for Authorities: some acting as '**delivery**' and some as '**engaging**' authorities;
- **Delivery and Lead Authorities** will be responsible for processing applications from parents, deciding whether or not parents qualify, and informing them of the outcome. They will also process and make payments to childcare providers for providing the offer.
 - **Engagement Authorities** will be responsible for promoting the offer to parents and childcare providers in their areas, working with the Families Information Service to deal with enquiries regarding the offer and providing the necessary information for district authorities to process applications and administer the offer.
- 2.9 The Government's rationale for introducing the two models is that the 11 new authorities can learn from the 7 authorities operating since early 2017. This means that it will be possible to use systems and processes which have already been developed and make efficient use of the available funding.
- 2.10 In North Wales, there are two early operational authorities, Gwynedd and Ynys Môn (working jointly) and Flintshire. The Government suggests that Conwy should work in partnership with Gwynedd and Môn and that Wrexham works jointly with Flintshire, with Denbighshire joining with Flintshire at a later date.
- 2.11 As regards the strategic delivery of the childcare offer across Wales, the Government wishes the process to be as uniform as possible to ensure the best value for money in the process administration, therefore, the childcare offer will be guided by the following principles in the next period:
- the process of applying for the offer should be as uniform as possible for parents;
 - the process of paying childcare providers should be as simple as possible, particularly if they provide childcare for parents from more than one local authority;
 - avoid duplication when developing systems and processes;
 - build on current best practice and reduce differences in the methods used across wales;
 - ensure economies of scale.

- 2.12 Gwynedd and Anglesey received an administration grant of £166k (£83k each) for 2018-19. Four posts are financed within the childcare unit from this budget. The ones that are coloured in orange on the staffing structure below:



- 2.13 The Government recognises that additional costs will be entailed in delivering the childcare offer across Gwynedd and Ynys Môn, and additional costs associated with introducing it in Conwy. They are reviewing the allocations made for administration in the light of this expansion. When Gwynedd, Ynys Môn and Conwy have agreed on formal arrangements, the Government will issue a new grant administration letter, which will supersede the 18-month letter already issued to Gwynedd/ Anglesey, which will cover the costs of introducing the childcare offer across the three local authority areas. The new letter will be only for one year with an increase of £33k to administer for Conwy. The sum is based on work carried out by Gartner on the costs associated with processing applications.

Proposed Core Costs 2018-19			
	Present structure Gwynedd £83,000 Môn £83,000	Strwythur arfaethedig Gwynedd £83,000 Môn £83,000 Conwy - £33,000	Conwy- Engagement
Management and staffing – 30hrs	£136,399	£30,000	Staff costs for engagement and marketing
Capita	£14,032		£46,000
Operational Costs	£15,569	£3,000	
Cyfanswm Grant	£166,000	£33,000	

- 2.14 Conwy will expect to target 200 children from September onwards by targeting two specific areas
- Area 1 – Abergele; Kinmel Bay, Towyn, Pensarn / Belgrano, Pentremawr, Gele (Abergele), Llanddulas will includes the rural villages of Trefriw, Betws y Coed, Llanrwst, Caerhun (Dolgarrog), Eglwysbach, Uwch Conwy (Penmachno, Capel Garmon, Ysbyty Ifan).
 - Area 2 – Tudno Clustur : Tudno, Mostyn, Gogarth which includes the more rural cluster of Llangernyw /Pentrefoelas, Llansannan, Betws yn Rhos / Llanfair Talhaiarn, Uwchaled.
- 2.15 By including, the work for Conwy obviously there will be a need for further administration within the staffing structure of the Unit, with the recruitment of further officers in order to process the additional applications. By doing this there needs to be clear arrangements for co working drafted within a formal contract with Conwy. Within that agreement there will need to clarify and address all risks that could face Gwynedd taking the childcare pilot forward.
- 2.16 Conwy will need to buy modules for the 'Capita – One' data system used by Gwynedd /Ynys Môn to administer the offer payments. 'Capita - One' is an education data system used across the GWE Education consortium in the north. Conwy will have to submit a business case to the Welsh Government in order to purchase the additional modules required. Conwy will also have to pay for any fees associated with the Capita system going forward into 2019 and onwards.

3 RATIONALE AND JUSTIFICATION FOR RECOMMENDING THE DECISION

- 3.1 On March 20, 2018 a letter was received from Welsh Government (Appendix A) noting the need to cooperate and the need to process applications on Conwy's behalf, with the administration grant awarded to Gwynedd / Ynys Môn from the Welsh Government. The Child and Social Care Minister has recently agreed to this method, and as a result, a letter has been issued inviting us to initiate formal arrangements for this to happen. This will need to include formal agreements between the authorities, in accordance with internal processes. Should Conwy receive an agreement to work in partnership with Gwynedd /Môn, a Service Level Agreement will be required outlining the respective responsibilities of the 'delivery' and 'engagement' authorities based on Welsh Government guidelines.
- 3.2 Officials from Conwy presented a paper to Conwy's Education and Skills Overview and Scrutiny Committee on 13.3.18 where it was resolved to nominate areas for the offer. Another paper will go before this Committee on June 5 to agree on the cooperation between Gwynedd and Môn and to the purchase of the Capita system with Government aid to enable them to commence introducing the offer in some areas of Conwy from September 2018 on.

- 3.3 The Chief Executive of Ynys Môn will agree following the decision of this Cabinet and of the Conwy Committee.

4. NEXT STEPS AND TIMESCALE

- Need the agreement of the three counties and re-draw the partnership agreement
- Need financial confirmation from the Government.
- Restructure and appoint a cross-county team to increase the necessary level of administration and management.
- Invite Conwy to be part of the Gwynedd and Môn Strategic Childcare Board
- Establish a 'Capita' data system in Conwy on the pattern of the Gwynedd and Môn system
- Begin to administer Conwy applications in July 2018
- Conwy's pilot period to begin in September 2018
- Administer payments for Conwy childcare providers in October 2018
- Attend national meetings to discuss the offer
- Project operational across Wales by 2020

5 ANY CONSULTATIONS HELD PRIOR TO RECOMMENDING THE DECISION

- 5.1 Consultations have taken place with the following partners / stakeholders:
- i. Owain Lloyd, Deputy Director of the Welsh Government's Childcare, Play and Early Years Section came to meet the Service Heads, Marian Parry Hughes and Delyth Molyneaux and the team on February 5. Following these discussions, the Government agreed to extend the offer fully to Gwynedd and Môn and this commenced across both authorities in April 2018. A discussion was also held at the meeting on the need to cooperate with Conwy authority.
 - ii. A national meeting was held in Builth Wells on March 21 where the new authorities providing the offer from 2018 onward were present. Extensive discussions were held regarding the development.
 - iii. A meeting was held with colleagues from Conwy on 10 April to discuss 'delivery' and 'engagement' systems and processes. Conwy officials noted that they were very willing to cooperate with Gwynedd and Môn, stating that clear communication would be essential from the beginning.

5.2 Views of Statutory Officers:

Monitoring Officer

- i. There is reference in the report to work which is underway to establish a partnership agreement to manage the relationship between the Councils, defining responsibilities and managing risks. The letter from the Government sets a requirement for inclusion of formal agreements between the Councils in the arrangements. It is essential therefore that this is formalised as a priority in relation to the work between the three councils. The exact decision making path will be the result of the work on the structure to be adopted and any requirement for delegation.

Head of Finance

- ii. It seems that the Government grant will fund the additional financial commitment to the unit to administer the 'offer' for Conwy, as well as the current system for Gwynedd and Anglesey. There is a risk, should the Government stop the specific grant, that we would fail to deliver the "Childcare Offer" in the future, and face the relevant staff termination costs. However, we believe that this is a low risk as the Welsh Government's policy aims to implement the project across Wales by 2020.



Llywodraeth Cymru
Welsh Government

To: Mr Dilwyn Owen Williams,
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Mr Gwynne Jones
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Cc: Delyth Molyneaux
Marian Parry Hughes
Sioned Owen
Bethan Jones
Rachel Jones

20 March 2018

Dear Dilwyn and Gwynne,

As I'm sure you are aware, the Welsh Government has been working with seven local authorities in Wales to deliver the childcare offer since September 2017. I am very grateful for the efforts you have made to introduce the offer across Gwynedd and Ynys Môn since then, and particularly to Sioned Owen, Bethan Jones, Rachel Jones and their teams.

The Welsh Government is committed to delivering the childcare offer across Wales by September 2020. Prior to that, we would like to expand the early implementation scheme, enabling us to test the offer in as many authorities as possible before it is fully rolled out. We have been considering options for this, looking to introduce the offer across the remaining 15 local authorities in Wales and expanding the provision with our current seven partners.

These considerations have been guided by the meeting I had with Delyth Molyneaux and Marion Parry Hughes on February 5. Following these discussions, I would like to invite Ynys Môn and Gwynedd to commence delivering the childcare offer across both authorities in



April 2018.

I hope that you will welcome this decision and that you will be able to secure agreement through your internal processes as required.

Turning to the possibility of delivering the offer in more local authorities, one of the issues discussed at the meeting on 5 February was the possibility that Ynys Môn and Gwynedd could also deliver the childcare offer on behalf of Conwy County Borough Council. The Minister for Children and Social Care has recently approved this model, and consequently, I wish to invite you to commence formal arrangements so that this can take place.

We foresee that the offer will start to be rolled out in some areas in Conwy from September 2018 onwards. This will need to include formal agreements between your local authorities in accordance with your internal processes. You are best placed to decide what wider governance arrangements need to be put in place, but I would expect them to be formally agreed with Conwy in due course.

As regards the strategic delivery of the childcare offer across Wales, we wish the process to be as uniform as possible to ensure the best value for money in the process administration. Therefore, we wish the rollout of the childcare offer to be guided by the following principles:

- the process of applying for the offer should be as uniform as possible for parents;
- the process of paying childcare providers should be as simple as possible, particularly if they provide childcare for parents from more than one local authority;
- avoid duplication when developing systems and processes;
- build on current best practice and reduce differences in the methods used across Wales;
- ensure economies of scale.

In addition, you will be aware that we are in discussions with Her Majesty's Customs and Excise regarding the longer-term online application process for parents to apply for the childcare offer and for the childcare providers to receive payment. As a result we wish to reduce the cost to Wales of developing multiple processes which will end in 2020.

Under this model Gwynedd ac Ynys Môn would be responsible for: processing applications from parents across the three authorities; deciding whether or not they qualify; agree terms with childcare providers; and process their payments. We would expect Conwy to be responsible for promoting the offer among parents and childcare providers in their communities; training their Family Information Service to deal with enquiries regarding the childcare offer; and providing any information you require. I shall provide them with a separate grant to facilitate this.

We acknowledge that there will be extra costs associated with delivering the childcare offer across Ynys Môn and Gwynedd, and additional costs associated with its introduction in Conwy. I believe you have already received a grant offer letter for the childcare offer administration grant in Ynys Môn and Gwynedd for the period to September 2019. We are currently in the process of reviewing the allocations made for administration in the light of this expansion. When you and Conwy have agreed formal arrangements, I shall issue an additional grant administration letter to cover the costs of delivering the childcare offer across the three local authority areas.

In addition, you will receive grant offer letters to cover the costs of childcare and support for Children with Special Educational Needs across Gwynedd ac Ynys Môn. We need to ensure that this funding is available for Ynys Môn and Gwynedd from April onwards, and as soon as formal arrangements have been agreed with Conwy, I shall issue an additional grant letter to cover the costs of delivering in those areas. These grants will continue to be paid on a claims basis to ensure that the childcare remains fully funded by Welsh Government.

I do not underestimate the challenges of such collaboration. The Welsh Government is committed to working regionally to provide public services. You may rest assured, therefore, that we shall continue to support you in the work of delivering this programme.

The Minister for Children and Social Care will be making a Written Statement on the expansion of the childcare offer within the next few weeks. We would be grateful if you could align our correspondence and ensure that any public statements concerning the rollout of the childcare offer across Ynys Môn and Gwynedd are made in tandem with this Written Statement.

I am writing to all other local authorities in Wales to inform them of the further expansion of the childcare offer across the rest of Wales. My officials will keep in touch with you to co-ordinate this.

Yours sincerely

A handwritten signature in blue ink, appearing to read 'Owain Lloyd'.

Owain Lloyd
Dirprwy Gyfarwyddwr Is-adran Childcare, Chwarae a Blynyddoedd Cynnar
Deputy Director Childcare, Play and Early Years Division

GWYNEDD COUNCIL CABINET



Report for a meeting of Gwynedd Council Cabinet

Date of meeting:	12 June 2018
Cabinet Member:	Councillor Nia Jeffreys
Contact Officer:	Dewi W Jones
Contact Telephone Number:	01286 679233
Title of Item:	Gwynedd Council Plan 2018-23 - Bid for resources from the Transformation Fund to employ a Project Manager for a 2-year period to support the implementation of the Realising Savings priority within the Plan.

1. THE DECISION SOUGHT

- 1.1. Assign £104,747 from the Transformation Fund, £51,690 during 2018/19 and £53,057 in 2019/20, to support the implementation of the 'Realising Savings' priority within the Gwynedd Council Plan 2018-2023.

2. THE REASON FOR THE NEED FOR A DECISION

- 2.1. Following the adoption of the Gwynedd Council Plan 2018-2023 on 8 March, 'Realising Savings' has been identified as a priority. A decision is needed on the resources which will be available to support the new programme to realise savings in order to be able to move the work forward.

3. INTRODUCTION

- 3.1. A bid is submitted for £104,747 to employ a Project Manager for a 2-year period (2018/19 and 2019/20) to support the new programme to realise savings.
- 3.2. As you are aware, realising savings has been a priority for the Council for many years and supporting this bid for resources will extend the support which has already been in place for some years. In the past, the role was responsible for supporting the Savings Programme Leader and funded from the Council Plan Fund, but this funding ended at the end of March 2018.
- 3.3. As well as supporting the savings programme for 2015-18 to secure **c.£6m** of further efficiency schemes, this role has focused specifically on developing new alternative models, and is currently managing the project of establishing the Leisure Company.
- 3.4. In future, it is anticipated that the role will focus on:
 - a. supporting the new savings regime, to include all elements of planning, consultation, reporting and implementation
 - b. establish the new Leisure Company until the 3rd Quarter of 2018/19

and, if time allows;

- c. support the development or implementation of savings scheme(s) which will be identified and commissioned over the coming months

4. THE REASONING AND JUSTIFICATION FOR RECOMMENDING THE DECISION

- 4.1. It is noted that the Council has implemented the savings programme successfully over recent years and the officer has been a part of the team which supported this work.
- 4.2. In light of the retirement of the Savings Programme Leader, who had been leading on the savings programme over recent years, more responsibility will be placed on Senior Officers within individual Departments to carry out this work. Handling this work will be challenging, but will be possible provided support is given to manage the programme. However, without this support, fulfilling this requirement will be more or less impossible.
- 4.3. This role will involve supporting and developmental elements. Without the investment, another resource would have to be found within the Council to offer support to the programme at the expense of other activities.
- 4.4. In terms of the developmental element (which includes managing/implementing projects), we believe that the Council would not have reached the same position, in terms of the outcome and timetable for schemes such as establishing the Leisure Company, if this role did not exist.
- 4.5. By extending this investment, we will be offering an additional resource for Departments to be able to realise savings schemes without delay. The role will bring project management skills as well as skills for developing business cases to determine a definite direction for schemes and facilitate the timely delivery of savings.
- 4.6. The role will offer an opportunity to implement and/or as an independent resource for the Departments, as and when needed.
- 4.7. Given the magnitude of the financial challenge ahead and the need for more savings with a smaller workforce, it is recommended that this role is necessary. The officer in question for this role is experienced in the field of developing and implementing savings schemes.
- 4.8. He has gained experience, knowledge and understanding of the steps which need to be taken to establish alternative models for the future. On this basis, and compared with diverting resources, it is more likely that the investment would lead to delivering the outcomes of the priority of realising more efficiency savings while also reducing the amount of cutbacks needed.

5. NEXT STEPS AND TIMETABLE

- 5.1. If the bid for resource is approved, a Project Manager will be in place to support the implementation of the new regime to realise savings until the end of 2019/20.

6. ANY CONSULTATIONS UNDERTAKEN PRIOR TO RECOMMENDING THE DECISION

6.1. Views of the Statutory Officers:

i. Monitoring Officer:

No comments in terms of propriety.

ii. Head of Finance Department:

I confirm that the role of this post is crucial and essential in order to facilitate the savings regime, and I support the bid to fund it appropriately.