

# Transformational Leadership Programme Board – Baseline Governance Review – Cwm Taf Morgannwg Regional Partnership Board

Audit year: 2021 - 2022

Date issued: August 2022

Document reference: 2934A2022.

This document has been prepared for the internal use of the Transformational Leadership Programme Board of Cwm Taf Morgannwg Regional Partnership Board, as part of work performed/to be performed in accordance with statutory functions.

The Auditor General has a wide range of audit and related functions, including auditing the accounts of Welsh NHS bodies, and reporting to the Senedd on the economy, efficiency and effectiveness with which those organisations have used their resources. The Auditor General undertakes his work using staff and other resources provided by the Wales Audit Office, which is a statutory board established for that purpose and to monitor and advise the Auditor General.

Audit Wales is the non-statutory collective name for the Auditor General for Wales and the Wales Audit Office, which are separate legal entities each with their own legal functions as described above. Audit Wales is not a legal entity and itself does not have any functions.

© Auditor General for Wales 2020. No liability is accepted by the Auditor General or staff of the Wales Audit Office in relation to any member, director, officer or other employee in their individual capacity, or to any third party, in respect of this report.

In the event of receiving a request for information to which this document may be relevant, attention is drawn to the Code of Practice issued under section 45 of the Freedom of Information Act 2000. The section 45 Code sets out the practice in the handling of requests that is expected of public authorities, including consultation with relevant third parties. In relation to this document, the Auditor General for Wales and the Wales Audit Office are relevant third parties. Any enquiries regarding disclosure or re-use of this document should be sent to Audit Wales at [infoofficer@audit.wales](mailto:infoofficer@audit.wales).

We welcome correspondence and telephone calls in Welsh and English. Corresponding in Welsh will not lead to delay. Rydym yn croesawu gohebiaeth a galwadau ffôn yn Gymraeg a Saesneg. Ni fydd gohebu yn Gymraeg yn arwain at oedi.

This document is also available in Welsh.

# Contents

Summary report	
Introduction	2
Key findings	5
Recommendations	6
Appendices	
Appendix 1 – March 2022 presentation	9
Appendix 2 – Governance structure	19
Appendix 3 – Management response	20

# Summary report

## Introduction

- 1 Regional Partnership Boards (RPBs) have been established to manage and develop services to secure strategic planning and partnership working between local authorities and Local Health Boards.
- 2 Following a ministerial decision in 2018<sup>1</sup>, Bridgend County Borough Council moved from the Abertawe Bro Morgannwg Regional Partnership Board to the Cwm Taf Morgannwg Regional Partnership Board (CTM RPB) in April 2019. The boundary change has provided a fresh opportunity for partners to learn from one another and develop more cohesive partnership arrangements to deliver better outcomes for people across the Cwm Taf Morgannwg region.
- 3 The CTM RPB has established a governance framework (**Appendix 2**) which includes a Transformation Leadership Programme Board (TLPB). The purpose of the TLPB is to oversee the transformation, development, and delivery of identified regional services as directed by the RPB. The TLPB has senior representation from Cwm Taf Morgannwg University Health Board (CTM UHB), Bridgend, Merthyr Tydfil and Rhondda Cynon Taf councils, the third sector and regional carer/service user groups. The TLPB also coordinates and oversees the work of three programme boards: Children's, Adults, and a cross cutting programme board<sup>2</sup>. These programme boards are responsible for the operational delivery of the RPB's priorities.
- 4 Our review sought to gain assurance that the health board and the three councils are working together effectively through the aegis of the Transformation Leadership Programme Board to support regional integrated working across the Cwm Taf Morgannwg region. Our review sought to answer the question: **Are the Transformation Leadership Programme Board arrangements supporting the four bodies<sup>3</sup> to develop effective and sustainable approaches to regional working?**
- 5 We undertook fieldwork between November 2021 and January 2022 and met with key individuals from the three local authorities, the health board, as well as third sector partners. We also observed meetings of the TLPB and other sub-groups including the Children's Services Programme Board, the Adult Services Programme Board, and the Finance Sub-group. We presented our findings to representatives from CTM UHB and the three councils in March.

<sup>1</sup> Written Statement: Health board boundary change: Bridgend (25 February 2019) | GOV.WALES

<sup>2</sup> Although this was not operational at the time of our review

<sup>3</sup> Cwm Taf Morgannwg University Health Board (CTMUHB), Rhondda Cynon Taf County Borough Council (RCTCBC), Merthyr Tydfil County Borough Council (MTCBC) and Bridgend County Borough Council (BCBC)

## Key findings

- 6 Overall, we found **that the Transformation Leadership Programme Board is well-placed to develop stronger regional working building on the productive relationships over the past 18 months. However, it needs to ensure its planning is more integrated and longer term, strengthen aspects of its governance arrangements and be more ambitious in using its combined core resources to have a greater impact on the Cwm Taf Morgannwg region.**
- 7 In terms of planning arrangements, we found that:
- there was consideration of the sustainable development principle within strategic plans. However, the four bodies are named bodies under the Well-being of Future Generations (Wales) Act and the RPB provides a vital mechanism to help deliver the bodies' well-being objectives and the national well-being goals. As the Act has been in place for seven years, we would now expect public bodies to be able to demonstrate that the Act is integral to their thinking and genuinely shaping what they do.
  - planning was moving from a short-term basis to a more medium-term basis with an increased focus on a 5-year planning period. However, strategic plans require a more integrated approach to developing a longer-term perspective, which is supportive of partners' plans and will deliver a stronger regional identity. The TLPB needs to ensure that its planning is driven by the population's needs rather than the funding regime.
  - despite a good communications and engagement strategy in place, there is a need to improve the understanding of the RPB's purpose amongst some stakeholders.
  - there are also opportunities to improve the TLPB internal engagement arrangements, especially in relation to increasing the voices of non-statutory partners.
- 8 In terms of governance arrangements, we found that:
- there was a strong working relationship between the key partners and the Regional Commissioning Unit (RCU), which supports the RPB. However, the TLPB needs to consider how it can build capacity to support the TLPB and resolve the over-reliance on one individual within the RCU.
  - chairing of the TLPB Board meetings was effective and we saw strong synergy between the meetings we observed. However, we found some variation in the quality of meeting papers, and limited evidence of scrutiny and challenge.
  - there was a lack of maturity around key performance metrics and milestones, with the new outcomes and performance dashboard yet to be implemented.
  - the finance sub-group was well structured, with constructive discussions and there was detailed financial reporting.

- the Cross-Cutting Programme Board was not yet operational, despite this being a key part of the governance architecture designed to oversee the development and delivery of regional cross-cutting services.
- risk management is an area that needs to be strengthened with the need for better articulation of shared risks, prioritisation, and mitigating actions.

9 In terms of resources, we found that:

- the TLPB was developing its approach to the new Health and Social Care Regional Integrated Funding (RIF) regime including around tapered and match funding and has subsequently met the deadline for submission of its return to Welsh Government.
- whilst there are examples of pooled funding and shared resources, these are limited, and the public bodies need to consider how they can use their combined core resources more effectively to deliver the TLPB's plans and address the significant health and social care challenges in the region. The partners have developed stronger relationships during the pandemic and need to build on these to do this.
- like many areas in the public sector, there are significant workforce challenges in the region and there needs to be a regional and strategic approach to addressing these.

10 Our findings are set out in more detail in Appendix 1 in the form of the presentation we delivered to representatives from Cwm Taf Morgannwg University Health Board, Bridgend, Merthyr Tydfil and Rhondda Cynon Taf councils on 8 March 2022. We have reflected the comments raised by these representatives during the feedback session in the material included in **Appendix 1**.

## Recommendations

11 Recommendations arising from this audit are detailed in **Exhibit 1**. The TLPB management response to these recommendations will be summarised in Appendix 3 once considered by the relevant stakeholders.

### Exhibit 1: recommendations

#### Recommendations

#### Strategic planning and applying the sustainable development principle

R1 Our work found opportunities for the TLPB to strengthen its planning arrangements and demonstrate how it is acting in accordance with the sustainable development principle (as set out in the Well-being of Future

## Recommendations

---

Generations (Wales) Act). The principle should be integral to the TLPB's thinking and genuinely shaping what it does by:

- a) taking a longer-term approach to its planning beyond five years,
  - b) ensuring greater integration between the long-term plans of the four statutory bodies of the TLPB, and
  - c) improving involvement of all members of the TLPB to ensure an increased voice for non-statutory partners and a better understanding of the purpose of the RPB more generally.
- 

## Governance Arrangements

R2 The Cross-Cutting Programme Board is yet to be established. It is intended to oversee the development and delivery of regional cross-cutting services and could have a role ensuring a more coherent and impactful integrated community model. The TLPB should establish the programme board to ensure that decision making arrangements are in place to help resolve cross-cutting issues and risks brought to the attention of the RPB.

---

## Performance Management

R3 The outcomes and performance framework was still being finalised at the time of our review. The TLPB needs to finalise and implement the framework, ensuring it contains quantitative and qualitative measures that will enable the RPB to demonstrate outcomes and impact.

---

## Risk Management

R4 Our work found areas of risk management that need to be improved, particularly in relation to regional workforce planning. The TLPB should strengthen regional risk management arrangements by improving the identification and prioritisation of shared risks and ensuring mitigating actions are robust and clearly articulated.

---

## Regional Commissioning Unit

R5 Our work found that the lack of capacity within the RCU was leading to some delays in progressing actions. The work of the RCU is crucial to the continuing success of the TLPB. The TLPB needs to consider how it can build capacity and maximise resources to support the TLPB and minimise overreliance on a small team.

---

## Recommendations

---

### Use of Resources

- R6 Improving the health and social care outcomes of the region will require efficient and effective use of combined resources. Our work found that there had been some limited examples of pooled budgets and other arrangements for sharing resources. The TLPB needs to explore more innovative ways of sharing and pooling core resources across the region to maximise its impact and outcomes for the Cwm Taf Morgannwg population.
- 

### Regional workforce planning

- R7 Like many parts of the public sector, the region is experiencing significant workforce challenges. The TLPB needs to consider how it can facilitate a regional and strategic approach to addressing these challenges and to help it deliver its priorities.



# Appendix 1



## Transformational Leadership Partnership Board (TLPB) Baseline Governance Review

### Feedback

Cwm Taf Morgannwg Health and Social Care  
Partnership

8th March 2022

## Purpose of feedback session



- To discuss and agree findings
- To discuss and agree next steps including report clearance process

## Purpose and focus of review



- To gain assurance that the health board and the three councils are working together effectively through the aegis of the TLPB to support regional integrated working across the Cwm Taf Morgannwg region.
- Main review question: Are the TLPB arrangements supporting the four bodies to develop effective and sustainable approaches to regional working ?

### **Areas of focus**

- Is there an effective approach to strategic planning?
- Are the governance arrangements supporting the TLPB to work effectively?
- Is the TLPB using its resources effectively to support the delivery of regional priorities?

## Overall conclusions



**Building on the productive working relationships over the past 18 months, the TLPB is well -placed to develop stronger regional working, but there needs to be more longer-term thinking, strengthening aspects of governance arrangements, and improved regional and innovative use of resources to have a demonstrable impact on the Cwm Taf Morgannwg region**

- Planning is moving from a short -term basis to focussing over a 5 -year period. Strategic planning will require a more integrated approach to developing a longer -term perspective and stronger regional identity.
- Core governance arrangements are aligned and supported by strong relationships and robust support from the RCU; regional scrutiny, performance management and risk management need to be further strengthened.
- TLPB is continuing to develop its approach to regional deployment of its resources in the medium term, it now needs to build on the effective partnership working shown in the pandemic and become more ambitious; using its resources differently to leverage the impact of all partners to address the significant health and social care challenges in the region.

## Is there an effective approach to strategic planning?



**Planning is moving from a short -term basis to focussing over a 5 -year period. Strategic planning will require a more integrated approach to developing a longer -term perspective and stronger regional identity**

### **Strengths**

- Draft plans indicate a strengthening of the integration agenda and longer -term view.
- Evidence of consideration of the Well-Being of Future Generations Act and sustainable development within their strategic plans.
- RCU described as the 'engine room' for coordinating plans.
- Communication and Engagement Strategy demonstrates positive intent, and is externally focused

### **Challenges**

- Whilst the move to a 5 year period is positive, there is still the need to focus more longer term, and align to partner organisations' longer term ambitions
- Need to strengthen demonstration of the integration of the Well -being of Future Generations (Wales) Act
- Communication and engagement strategy cited poor understanding of RPB purpose.
- Internal engagement needs to be strengthened with increased voice of non -statutory partners
- Opportunity to strengthen the regional identity

## Are the governance arrangements supporting the Board to work effectively?



Core governance arrangements are aligned and supported by strong relationships and robust support from the RCU; regional scrutiny, performance management and risk management need to be further strengthened

### Strengths

- Strong working relationships and effective chairing of Board.
- Good alignment of meetings and timeliness of papers noted.
- Systems and processes of governance and assurance in transition.
- Financial Sub-Group appears well structured with detailed financial information and reporting in evidence.
- RCU's role in governance very highly regarded by interviewees.

### Challenges

- Very few examples of challenge observed in meetings attended.
- Cross-Cutting Working Group not operational.
- Variation in quality of Board meeting papers.
- Regional risk management needs further strengthening around shared risks, prioritisation and mitigating actions.
- Lack of maturity around key regional performance metrics and milestones
- Residual lack of clarity around tapered and match funding needs swift resolution.
- RCU are key to success but dependent on one individual
- All partners need to more proactively performance manage their regional priorities

## Is the TLPB using its resources effectively to support the delivery of regional priorities?



**TLPB is continuing to develop its approach to regional deployment of its resources in the medium term, it now needs to build on the effective partnership working shown in the pandemic and become more ambitious; using its resources differently to leverage the impact of all partners to address the significant health and social care challenges in the region.**

### **Strengths**

- Delivery plans demonstrate that resources are being used against their stated aims.
- Some pooled budgets
- Internally, 'the right people are in the room'
- Externally, there is evidence of activities to strengthen public voice and input in line with WFG Act.
- Developing its approach to the new Health and Social Care Regional Integrated Funding regime

### **Challenges**

- Need to improve equity of input and resourcing to reflect needs of smaller non-statutory partners
- Secure further opportunities to unleash potential of 'regional' pooled budgets and mainstreaming programmes
- Need robust assurance of delivery around regional priorities within the plan; and sufficient resources to deliver across the 5 year timeline
- Opportunity to work more collaboratively to develop a regional and strategic approach to addressing regional workforce challenges

## Areas to address



### **Strategic Planning**

- Create a stronger sense of regional identity and purpose - co-created with all stakeholders
- Structures that support culture change and wider stakeholder input for longer -term planning
- Stronger consideration of the five ways of working including longer term thinking, collaboration and integration.

### **Governance**

- Increase scrutiny and challenge
- Develop regional roadmap with milestones and objectives
- Improve performance management, including performance metrics
- Strengthen regional risk management arrangements

### **Resources**

- Use resources differently and consider more innovative ways of sharing resources across the region to maximise their impact.
- Assure that you are maximising resources to enable the TLPB to deliver the priorities within the plan



## Next steps



- Reflect upon discussion and feedback from session
- Draft report
- Clear report

# Appendix 2 – Governance structure



# Appendix 3

## Management response to audit recommendations

Exhibit 1: management response

Ref	Recommendation	Management response	Completion date	Responsible officer
R1	<p><b>Strategic planning and applying the sustainable development principle</b></p> <p>Our work found opportunities for the TLPB to strengthen its planning arrangements and demonstrate how it is acting in accordance with the sustainable development principle (as set out in the Well-being of Future Generations (Wales) Act). The principle should be integral to the TLPB's thinking and genuinely shaping what it does by:</p> <ul style="list-style-type: none"><li>a) taking a longer-term approach to its planning beyond five years,</li></ul>	<p><b>Agreed.</b></p> <p>Although the sustainable development principle is a fundamental consideration in all decision making, this will be made more explicit in reports to</p>	31 March 2023	Head of RCU

Ref	Recommendation	Management response	Completion date	Responsible officer
	<ul style="list-style-type: none"> <li>b) ensuring greater integration between the long-term plans of the four statutory bodies of the TLPB, and</li> <li>c) improving involvement of all members of the TLPB to ensure an increased voice for non-statutory partners and a better understanding of the purpose of the RPB more generally.</li> </ul>	<p>TLPB and RPB going forward. Transition to a new delivery plan has been completed and work will continue to integrate the long-term plans of the four statutory bodies improve involvement of non-statutory partners</p>		
<b>R2</b>	<p><b>Governance Arrangements</b></p> <p>The Cross-Cutting Programme Board is yet to be established. It is intended to oversee the development and delivery of regional cross-cutting services and could have a role ensuring a more coherent and impactful integrated community model. The TLPB should establish the programme board to ensure that decision making arrangements are in place to help resolve cross-cutting issues and risks brought to the attention of the RPB.</p>	<p><b>Agreed.</b></p> <p>The governance arrangements beneath the RPB will be reviewed to establish a new integrated leadership board and integrated resources group.</p>	30 July 2022	Chair TLPB

Ref	Recommendation	Management response	Completion date	Responsible officer
R3	<p><b>Performance Management</b></p> <p>The outcomes and performance framework was still being finalised at the time of our review. The TLPB needs to finalise and implement the framework, ensuring it contains quantitative and qualitative measures that will enable the RPB to demonstrate outcomes and impact.</p>	<p><b>Agreed.</b></p> <p>Work is ongoing in relation to the performance framework in support of the new delivery plan and this will also need to reflect changes arising from the population needs assessment.</p>	30 September 2022	Head of RCU
R4	<p><b>Risk Management</b></p> <p>Our work found areas of risk management that need to be improved, particularly in relation to regional workforce planning. The TLPB should strengthen regional risk management arrangements by improving the identification and prioritisation of shared risks and ensuring mitigating actions are robust and clearly articulated.</p>	<p><b>Agreed.</b></p> <p>Within the new governance structure there will be an integrated resources group which will be tasked to develop the risk management framework.</p>	31 March 2023	Chair TLPB

Ref	Recommendation	Management response	Completion date	Responsible officer
R5	<p><b>Regional Commissioning Unit</b></p> <p>Our work found that the lack of capacity within the RCU was leading to some delays in progressing actions. The work of the RCU is crucial to the continuing success of the TLPB. The TLPB needs to consider how it can build capacity and maximise resources to support the TLPB and minimise overreliance on a small team.</p>	<p><b>Agreed.</b></p> <p>Additional infrastructure has been agreed to support dementia work and NEST framework and capital. Additional capacity will also be identified from partner organisations to support the programme delivery.</p>	31 December 2022	Head of RCU
R6	<p><b>Use of Resources</b></p> <p>Improving the health and social care outcomes of the region will require efficient and effective use of combined resources. Our work found that there had been some limited examples of pooled budgets and other arrangements for sharing resources. The TLPB needs to explore more innovative ways of sharing and pooling core</p>	<p><b>Agreed.</b></p> <p>The development of the RIF delivery plan is only one funding stream and TLPB recognises that we will need to align core budgets, for example</p>	31 March 2023	Chair TLPB

Ref	Recommendation	Management response	Completion date	Responsible officer
	resources across the region to maximise its impact and outcomes for the Cwm Taf Morgannwg population.	around children with complex needs. This will be addressed through the planning cycle in advance of 2023/24		
<b>R7</b>	<p><b>Regional workforce planning</b></p> <p>Like many parts of the public sector, the region is experiencing significant workforce challenges. The TLPB needs to consider how it can facilitate a regional and strategic approach to addressing these challenges and to help it deliver its priorities.</p>	<p><b>Agreed.</b></p> <p>Regional workforce development arrangements exist through SCWDP Board workforce development group and work is underway to strengthen links with RPB and Health</p>	31 March 2023	Chair TLPB



Audit Wales  
24 Cathedral Road  
Cardiff CF11 9LJ

Tel: 029 2032 0500  
Fax: 029 2032 0600  
Textphone: 029 2032 0660

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

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

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