

**Rhwystrau i weithredu
Deddf Llesiant
Cenedlaethau'r Dyfodol
(Cymru) 2015 yn
Ilwyddiannus**
Ymatebion i'r Ymgynghoriad

**Barriers to the successful
Implementation of the
Well-Being of Future
Generations (Wales) Act
2015**
Consultation Responses



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The Senedd's Public Accounts Committee inquiry:

Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

Powys County Council response:

1. Awareness and understanding of the Act and its implications.

With all the current pressures and financial pressures, organisations aren't really considering what Wales will look like in the future, as they are often focussed on the here and now. It is often difficult to change this culture. We have found that awareness of the Act is visible at senior levels across the council, but it's more difficult to get lower level staff to connect the Act with their day job and for them to understand the bigger picture. While this Act is significant, it is often only a small part of the jigsaw with so many other acts which public bodies are expected to comply with and implement. In local government for example, different services will have differing priorities, and it often falls to the corporate centre to try and drive such cross-cutting principles, that are laid out in the WCFG Act.

2. The resources available to public bodies to implement the Act and how effectively they have been deployed.

Very little dedicated resource is available, and the expectation is for organisations to implement the requirements of the Act as part of their current responsibilities. While this is acceptable in principle i.e. that the Act should be embedded into existing processes and practices, often greater effort and resources are required at the start to help with the embedding process.

From a Public Service Board perspective, resources are often raised as an issue and barrier at meetings. Similarly, the resource for coordinating PSB's activities often falls with Local Authorities, which sometimes results in dis-engagement rather than engagement from some partners, as LA's are seen as the leaders.

3. Support provided to public bodies by the Future Generations Commissioner.

There seems to be an expectation that there will be a dedicated adoption by local authorities but with no funding or appropriate tools provided. We need focused recommendations, and it would be beneficial to have conversations with someone from the FG office about 'what it looks like' to us.

299 recommendations from the FG Commissioners Report is unmanageable. The Future Generations Report 2020 report says the same thing in different ways, multiple times. Would it have been easier to have consolidated a few? It seemed a bit repetitive and unapproachable. It's hard to encourage people to embrace this way of thinking, when providing such massive reports.

They are encouraging an integrated and holistic way of working in order to embed the FG act but in reality it is being presented as a larger standalone task.

As a local authority we are rarely contacted by a member of the FG Commissioners office and feel it would be beneficial to have a dedicated person that we could call upon for advice and assistance. Also, an offer from the FG Office to attend PSB meetings or council meetings would also be beneficial in our view.

As a council we do share the Frameworks that the FG Commissioners office have produced and have found these useful. But often, our officers don't want to be bombarded with additional frameworks

and guidance and therefore we have to consider ways of integrating the principles into our own existing frameworks and policies.

The Journey checkers are also a valuable tool, but sometimes officers feel we are drowning them with resources and research papers.

4. The leadership role of the Welsh Government.

WG need to link together Acts and frameworks to aid public organisations, rather than expecting us to continuously join the dots at a lower level. For example, one of the 7 Well-being goals is a more equal Wales and the EHRC have repeatedly recommended that WG join up the pieces of legislation, especially with the introduction of the Socio-Economic Duty.

The requirements of different acts often place the same planning and reporting demands on public bodies (e.g. the FG Act and Local Gov Wales Measure), which can be frustrating. Why are they all needed – can't things be consolidated, as more often than not they're aiming for the same outcome.

The Future Generations Report 2020 report published 13th May requires public bodies to make procurement improvements however the majority of local authorities adhere to the WG framework. It would make sense to work together to drive improvement and positive change.

In some instances, the various statutory Boards (PSB's and RPB's) feel very overlapped and it could be questioned, what is the value of having separate boards for separate Acts? Conflicting demands like these can often result in a lack of genuine collaboration between organisations including stakeholder engagement.

5. Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

- People's mindsets e.g. Greta Thunberg [said](#) people do not think past their own old age; if she lives to be 100 years old, she will be alive in 2103.
- Historically embedded ways of working and difficulty of changing culture
- Champions are getting frustrated by the system due to the restrictions it imposed on them however because of the last 6 months of lockdown and having to change ways of working, people are more prepared to be more responsive because they have had more freedom and necessity to act.
- We are restricted by budgetary cycles; you can have the best vision in the world but without the resources to make it happen it's still just a vision.
- We are concerned about the unmanageable number of recommendations in the FG Report 2020.

6. How to ensure that the Act is implemented successfully in the future.

- A more joined up approach at WG level to ensure a more coordinated framework for legislative requirements which are outcome focussed.
- More realistic.
- A clearer focus on priorities (the logistics of condensing such a huge report and the vast number of recommendations is overwhelming especially when most organisations don't have an FG team).
- A dedicated pot of funding which would allow organisations across Wales to trial new ideas, which if successful, would be feasible to be rolled out across Wales.
- Currently the Act requires public bodies to set Well-being objectives that contribute to all 7 Well-being goals – could consideration be given to allowing more flexibility of local priorities?

Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

Mid and West Wales Fire and Rescue Authority's response.

Q1. Awareness and understanding of the Act and its implications.

As an Authority, we believe we have a good awareness and understanding of the Act and its implications. We understand the purpose and aim of the Act and are committed to ensuring we consider the long-term impact of our decisions on the communities we serve.

We have continued to embrace the Act, and, as statutory members, we are represented across the six Public Services Boards (PSBs) within our Service area. Representation at PSB meetings includes the Chair or Vice-Chair of the Fire Authority accompanied by a Strategic Manager from Mid & West Wales Fire & Rescue Service (MWWFRS). Specialist Officers representing various sectors of MWWFRS also take an active role in the various sub-groups which have been put in place to develop and deliver the work of the PSB's. We also ensure that our Improvement and Well-being Objectives are developed in accordance with the sustainable development principle and incorporate the five ways of working.

Our integrated approach when setting our Well-Being Objectives is clearly evident in our current [Corporate Plan 2020-2025](#), which outlines how each of our Strategic Aims are aligned to the Act, the five ways of working and seven well-being goals. Furthermore, they have been incorporated into our planning cycle; our actions; and how we plan to meet our Improvement and Well-being Objectives, setting out a robust programme of activity to deliver on each Strategic Aim, as well as the Well-being Goals whilst recognising the short, medium and longer term needs of the communities we serve.

The Authority's internal policy and procedural development also pays cognisance to the Act, by giving due consideration to any positive or negative impacts, and how the policy or initiative supports the five ways of working and the Sustainable Development Principle.

Two recent reviews by Audit Wales, (formerly Wales Audit Office) which focussed on the themes of [Involvement](#) and [Partnership Working](#) in Mid and West Wales Fire and Rescue Authority, also demonstrates our commitment to the Sustainable Development Principle which is enshrined within the Act.

We are however of the opinion that, in terms of the general public, there does appear to be a general lack of awareness of the Act and its implications.

Q2. The resources available to public bodies to implement the Act and how effectively they have been deployed.

With the exception of limited revenue funding to support administration of PSB's there is no additional funding made available by WG to support the delivery of the Well-Being plans. This is in stark contrast to Regional Partnership Boards (RPB) where central funding is made available to support the development and delivery of RPB work.

Q3. Support provided to public bodies by the Future Generations Commissioner.

The Commissioner has provided some tools and documentation to help support the improvements public bodies need to make in order to meet well-being objectives in accordance with the sustainable development principle, such as the Future Generations Report 2020, Journey on Involvement and feedback on our Self-Reflection tool which was submitted in 2019.

Overall, the communication and correspondence we have received as a public body from the Future Generations Commissioner (FGC) has been limited although we do recognise that the FGC does have a relatively small team. Representatives from the FGC's office have attended some PSB meetings however this is fairly sporadic in nature.

Q4. The leadership role of the Welsh Government.

Welsh Government representatives do attend some PSB meetings, but this is not always consistent across all PSB's. We do believe that there could be a clearer leadership role undertaken by the Welsh Government in relation to the awareness and promotion of the Act. Similarly, there does appear to be a disconnect between Welsh Government and the Future Generations Commissioner. There also appears to be very little public references to the Act in terms of WG's work at Ministerial level during 'public announcements.

Q5. Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

The number of strategic partnerships, some with competing remits, is a major issue for public sector organisations within Wales.

Similarly, the lack of hypothecated funding available to PSB's, in comparison to other strategic partnerships, has certainly reduced the effectiveness and speed of delivery of PSB Well Being plans. There is little evidence of pooled budgets to deliver Well-Being plans and as such organisations often operate independently without exploring opportunities for collaboration.

Whilst the full impact of the COVID-19 pandemic is yet to be realised there is a general expectation that public sector funding will be subject to further efficiencies. This, in addition to a decade of austerity, would clearly impact on the successful implementation of the Act.

We believe it to be too early to establish the impact from Brexit at the present time.

Q6. How to ensure that the Act is implemented successfully in the future.

In order to ensure that the Act is implemented successfully in the future, and to progress the good work of the PSBs it is crucial that funding is made available. Access to available funding streams will enable for the pooling of knowledge and resources by working collaboratively across partner organisations to the benefit of our local communities and future generations, together with the ability to adopt 'one-off' financial support to ensure some initiatives get off the ground as part of embedding long terms goals for shaping and sustaining communities of the future..

Submission to the Senedd's Public Accounts Committee consultation on 'Barriers to the successful implementation of the Well-Being of Future Generations (Wales) Act 2015'

From: Meeting of Friends in Wales (Quakers), Wales Focus Group

1. About us

1. We are the Meeting of Friends in Wales (MFW), Wales Focus Group. The Society of Friends (Quakers) is a national church. It is also a charity, working for positive change in areas such as climate justice, peace and disarmament, migration, equality and peace. Friends in Wales groups together the four Area Meetings of Wales and the Southern Marches.
2. The Wales Focus Group is made up of representatives of each of the Area Meetings who work together to advise MFW with regard to matters specifically of Welsh interest. The Focus Group has worked to make Quakers in Wales aware of how progressive Welsh legislation is. Welsh Quakers are justifiably proud of the acts that our devolved government has produced.

2. The Well Being of Future Generations Act

1. The Well Being of Future Generations is the outstanding act that has, more than any other, reflected the different and innovative nature of Welsh Government (WG). It is intended that the act should affect the way that all political decision making is made within the Principality, being the primary consideration in any legislation.
2. While it has affected the decision making in many instances, for example, and notably, in decisions related to the M4, there are still many areas of Welsh life where thinking about the well being of future generations, or of present ones, does not appear to be paramount.
3. There are two major factors holding back the progress of the Act. Throughout the history of devolution in Wales the nation has been the subject of the powers reserved to the UK Government, and to the distribution of funding controlled by that body. In more recent times the funding available for the progression of the Act has been syphoned off to the management of the Covid-19 pandemic.
4. Future funding will also be curtailed if the UK Government direct their efforts to reverse the economic crisis caused by the pandemic to misdirected, short sighted, funding of fossil fuel and other polluting industries.

3. Awareness and understanding of the Act and its implications.

1. Awareness of the Act is still limited amongst the population of Wales, the Act is a matter of pride for some but still with many who have no knowledge of it. It is therefore unsurprising that awareness of its implications has not fully impregnated the Civil Service and local Authority employees.
2. Most, if not all, County Councils have now declared that there is a climate crisis, however the implication of that declaration is something else which has yet to permeate those councils completely. There is a resistance for Councils to produce the strategies

necessary to combat that crisis and therefore to ensure the well being of future generations. Where are the strategies for increasing equality amongst populations?

3. The Act calls for Public Service Boards inspired by local “stakeholder” assemblies but, where these have been inaugurated, they have been uninspiring talking shops with virtually no public involvement.
 4. People only participate in the national conversation if they feel that their voice matters. They need systems that allow them to hear from administrations, and – critically – communicate back to them what they are thinking and feeling.
 5. Councils are showing a conservative mind set, keeping to old ways of working, and addressing old concerns. There is no doubt that this is due in part to the lack of finance and overbearing presence of the Covid-19 virus, but the innovation of the Welsh Government is not mirrored by the next layer of administration. Related powers are not being used, and too much mere box ticking is taking place. The WG is clearly aware of this and the Local Democracy and Elections Bill currently going through the Senedd gives authorities a “general power of competence” which will reduce any stranglehold of compliance officers who currently need a specific legal basis for any action by the council.
 6. Planning Departments can provide some example of this. Religious buildings created to serve large congregations of worshippers are nowadays often the subject of innovative thinking about how they can be re-used to serve existing communities. This may well involve rethinking the heating, heat conservation, insulation, it may require some redesign, remembering the building's past but making whatever changes make the building more suitable for 21st century usage; all well in line with the well being of future generations. When there is then to pressure to fossilise the building to fit the planning regulations of earlier years, this problem which probably rests with the Historic Environment (Wales) Act and Cadw rather than local government, but it can be very counterproductive.
- 4. The resources available to public bodies to implement the Act and how effectively they have been deployed.**

1. Income levels are insufficient for public bodies to fully implement the Act, see introductory paragraphs, above. The Powys Challenge reports that:

“The actions we have planned over the next year were reliant on us receiving funding from WG; however, this has now been withdrawn as a result of WG needing to re-prioritise funding towards supporting the COVID-19 response. Successful progression of the actions will now rely on available capacity across PSB partner organisations.”

Partner organisations are, of course, fully stretched and had been looking to public monies to kick start the process. Stakeholders have been largely sought amongst the major charitable and pressure groups, while groups such as Extinction Rebellion (XR) and Transition Towns appear to have been largely excluded.

2. If the Act itself is not as fully appreciated by the public as it should be, the Public Service Boards (PSB) that should be an inspiration to the public, are close to being fully invisible. PSB meeting can attract a handful of members of the public. This must be addressed urgently. Citizen's Assemblies chosen by sortition and providing adequate support (loss of earnings compensation, support with caring costs) can ensure - and be shown to ensure - that with a true cross-section of the population forming the Citizens Assembly people can arrive at wise proposals that will be widely-

supported.

3. The Commissioner's Office has more of a presence, with well designed blogs and web pages, and strong, enthusiastic, presence at meetings and conferences. The Commissioner appears effective, particularly in recent years however, the early abolition of the Climate Change Commission for Wales and not addressing the climate crisis in her first three years appears mistaken. The effectiveness of the Office, measured against the points made above, has to be questioned. Greater funding may lead to greater effectiveness, but can that be still be achieved in a situation of tightening budgets?

5. Support provided to public bodies by the Future Generations Commissioner.

We are not able to comment.

6. The leadership role of WG

1. Currently the UK Government's Internal Market legislation is going through the Parliamentary process. In part that Act, which is largely to replace the arrangements previously within European Union agreements, appears to be designed, almost in passing, to weaken the powers of the devolved nations; it is also intended to place competition rules which make localism illegal. Both these aspects weaken the potential well being of future generations of people in Wales.
2. The WG is very aware of the shortcomings of the transport network in Wales. The WG has been developing a unified strategy for transport and this has been set back dramatically by the effects of the pandemic. People have been frightened away from public transport and income levels have fallen dramatically. This is a debilitating set back that will damage the Government's intentions well after the pandemic is brought under control.
3. The Well Being of Future Generations Act defines "a prosperous Wales" and refers explicitly to sustainability and resource use but manufacturing and production appear to be the area least understood. The Commissioner's Report 2020 tries to tackle these issues but a lack of expertise shows through.
4. It could be that the economic damage that has been caused by lockdowns and restrictions will further set back this aspect of future development. While Governments talk about building back better and green recoveries, which are, without doubt the correct principles to operate, there is a pressure to try the mistaken and damaging, but heavily lobbied, route of further investment and support for fossil fuel based industries.
5. Despite the good intentions of the WG, good quality internet and telephone connections are far from universal in Wales. Where fibre and improved bandwidth has been introduced in the proximity of exchanges usage has increased hugely; as a result bandwidth at the extremities of the system, in villages and farms, has decreased! The WG recognises the importance to future well being and the economy, of good quality WiFi connections, considerable work is still needed to achieve those good intentions.

7. Any other barriers to successful implementation of the Act?

1. In common with very many other nations the Welsh economy is at threat of collapse. Many small businesses are on the brink of failure, or have already disappeared. Unemployment levels are set to become overbearing. Failure to repay the huge amounts of debt that have been considered to be the measure of our economic

strength, but are in fact, the symptom of the desperate economic malaise that has been foisted on recent generations, could repeat the conditions that caused the banking collapse.

2. The economic structure of the “western” countries that are known as “developed” has to be completely rethought. We need imaginative re-appraisal of our financial support structures. We see a pressing need to tax wealth more effectively – in particular wealth held in land and property. Income from wealth should be taxed at the same rate as income from work.
 3. Second homes and self catering accommodation should be taxed at least in the same way as domestic property. These properties, mainly empty through the winter months deeply affect the local economy and provision of services. This impacts on opportunities for young people to buy their first house or indeed to rent at affordable prices; young people with skills which we need are unable to remain in their home areas. These changes to the population balance also affect the nature and character of places, especially when English replaces Welsh in changed place-names, business branding, etc.
 4. Most important is the need to re calibrate our economic system to the limits of the planet. Continuing to use up three planets worth of resources is an impossibility. Money is a confidence trick that is being seen through. Resource use, tied to planetary limits is the only way that future generations can exist, let alone find well being.
 5. Military use of land in Wales has benefits for the wildlife and plants where they operate, but provides little benefit for the native population. Huge tracts of land in Pembrokeshire and Breconshire remain in the ownership and use of the Ministry of Defence. While wind power is overtaking fossil fuels as the method of generation, Carmarthen Bay is unusual in having very little sea based wind turbine use. This is because of military use. What will provide the greatest benefit for future generations – fighter planes and killer drones, or clean, sustainable electrical energy?
 6. The present discussion about the Museum of Military Medicine being sited on Cardiff Bay underlines the importance given to the Military. Local people have lost resources, their own museum and now possibly the last bit of green space on the front. This could be a museum celebrating the Bay and its history, its cosmopolitan people and their achievements.
- 8. How to ensure that the Act is implemented successfully in the future?**
1. The understanding and conversation about the dangers of our present way of life and the possible improvements that could be brought about through the use of Citizen's Assemblies, working with the support of Government and Local Authorities, needs to be brought to the public consciousness. We encourage the Office of the Future Generations Commissioner to investigate, with the providers of entertainment in Wales, both digital and physical, what a sustainable economy might look like, and how it can be understood through drama, art, magazines.
 2. The basic premise of the Act is right: that every piece of legislation by the WG or Local Authorities in Wales should have as a first priority the well being of future generations. That principle has to imbue every aspect of public life. It depends on the UK Government reducing its reserved powers and doing nothing to reduce the powers already exercised by the WG. It depends on the WG being provided with a fair share of the United Kingdom's resource. It depends on the ability of the WG to explore innovative paths in taxation and reward. It depends on the WG building back better

and greener.



Care & Repair Cymru

*Gwella cartrefi, newid bywydau
Improving homes, changing lives*

Barriers to Implementing the Well-being of Future Generations (Wales) Act 2015

Introduction to Care & Repair Cymru November: 2020

Care & Repair has been providing information, advice and practical housing solutions directly into older people's homes for 30 years. Our vision is a Wales in which all older people can live independently in safe, warm, accessible homes.

Our network of 13 local agencies delivers trusted, practical, frontline services throughout Wales. A unique combination of person-centred, home-visiting casework and technical housing expertise makes the Care & Repair service unique.

Last year in Wales, we:

- advised over 47,000 older people;
- increased clients' benefit income by £9.4 million;
- delivered £14.5 million's worth of physical alterations and adaptations
- facilitated 2,555 NHS patients with safe hospital discharge
- provided 1,793 interventions to help older people living with sensory loss.

Care & Repair Cymru is the national charity at the centre of the movement. We support local service quality, innovation and collaborative working. We capture performance data and evidence from agencies' frontline teams, working across housing, health and social care to support integrated policy thinking and service commissioning that will enable everyone in Wales to age with dignity in the homes and communities of their choosing

1. Awareness and understanding of the Act and its implications

- 1.1 We believe that the Act is sometimes interpreted as heavily focusing on young people of Wales as the future. However, to truly meet the aims of the Act its implementation must be cross-generational to protect Wales today and in the future. Wales has one of the oldest populations in Europe: the number of people aged 65 and over is set to increase by nearly 40% by 2039.¹ An

¹ WG Expert Group on Housing an Ageing Population, January 2017, [Our Housing AGEnda: meeting the aspirations of older people in Wales](#), p. 10

ageing population does not have to be a barrier to successful implementation of the Act – but it does present challenges and opportunities to be aware of that should be explicitly considered by Public Service Boards. Older people are worth over £2bn to the Welsh economy annually through employment, volunteering, and caring responsibilities amongst others² and are a worthy and essential factor when considering how Wales can best meet its wellbeing goals.

2. The resources available to public bodies to implement the Act and how effectively they have been deployed

- 2.1 Planning for the long-term is at the heart of the Act, yet public bodies including third sector organisations are constantly met with a lack of long-term funding. This contradiction stops public bodies being able to set a long-term plan needed to meet the wellbeing goals. It is hard to balance what we must achieve now with the resource we have, versus what we want to achieve in the longer term. Without long-term resources it is hard to make the shift from long-term thinking to long-term planning.
- 2.2 The constant uncertainty over funding and long-term future is a barrier to long-term planning and collaboration between public sector organisations, and especially in the third sector – many of whom are effectively ‘in competition’ from the same funding pots. We acknowledge the assertion made by the Auditor General for Wales that integration is not the same as joint-working, however competition for funding is a barrier to more integrated ways of working between third sector organisations in Wales.

4. The leadership role of the Welsh Government.

- 4.1 The complex landscape of partnership governance is difficult to navigate. This makes it hard to work collaboratively and engage with public sector bodies. There is general confusion amongst many of our agencies as to how various strategic partnership arrangements such as Regional Partnership Boards (RPBs) and Public Service Boards (PSBs) interact and make decisions with the third sector. There is an opinion that decision making in strategic partnerships, like RPBs, is often contrary to the principles of coproduction with a small number of public sector representatives dominating. Simplification of complex reporting requirements so that public services/sector bodies do not get overwhelmed would enable more integration of the wellbeing goals into planning.

5. Any other barriers to successful implementation of the Act e.g. Covid-19/Brexit

² CHEME, Bangor University, [Living well for longer: The economic argument for investing in the health and wellbeing of older people in Wales](#) p.6

- 5.1 Older people have been disproportionately affected by the Covid-19 pandemic due to the call for them to shield. This has been a barrier to entering and taking part in their communities, and often a barrier to accessing the help they need. Older people during this time have reported increased isolation with increasing examples of loneliness. Going forward, there must be a more integrated, cross-sector approach that understands the wider determinants of health, including housing, mental wellbeing and loneliness, community participation – all of which have been negatively affected, especially for older people, during the Covid-19 pandemic. A Public Health Wales report on Winter Pressures³ acknowledges how statutory and public bodies are locked into short term, reactive initiatives in order to address cyclical pressures on services, without fully grasping a long-view of prevention and addressing issues of systemic resilience as a regular, mainstreamed approach to shrinking pressures on services that address wellbeing.
- 5.2 During the strictest periods of lockdown during the Covid-19 pandemic, only those works deemed essential could take place in older people’s homes. Owing to this, a huge amount of need has gone unmet. Covid-19 has exacerbated housing inequalities, and poor housing conditions have gone unresolved. The financial and health impact of this will only add more pressure on housing and health and social care systems going forward, adding to an already struggling sector. Our experience of the pandemic is that the ‘Stay at Home’ mantra addressed one public health risk, only to exacerbate another – the risks associated with poor, unsuitable homes. If we focus on the citizen, good housing is fundamental to health and wellbeing, and appropriate housing for an ageing society is as much a public health issue as it is a housing planning issue.
- 5.3 Even before Covid-19, older people lived and continue to live in housing that is unfit and unsuitable to their needs. 18% of houses in Wales pose an unacceptable risk to health, which costs the Welsh NHS in excess of £95 million every year⁴. However, with 19% of pensioners in Wales in poverty many older people cannot afford to complete repairs⁵. The impact of this on older people and wider public sector bodies is clear. Poor housing conditions lead to increased risk of respiratory and circulatory problems from living in cold, damp homes. In fact 75% of all excess winter deaths in Wales are people aged over 75.⁶ Similarly, our experience of delivering our Hospital to a Healthier Home service under the National Programme for Unscheduled Care addresses an increased incidence of trips and falls amongst older people resulting in hospital admission, exacerbated by unsuitable homes. Currently 122,000 older people will fall more than once in their homes, resulting in

³ Public Health Wales, 2019. Winter Health Report. p.8

⁴ Public Health Wales, 2019. The Full Cost of Poor Housing in Wales. p.ii

⁵ Welsh Government, StatsWales, March 2020. Pensioners in Relative Income Poverty by Family Type.

⁶ Public Health Wales, 2019. Winter Health Report p.4

11,000 hospitalisations.⁷ Public Health Wales epidemiology suggests that by 2021, 132,000 older people will fall more than once in their home, with 7,500 being hospitalised as a result.⁸ Improving housing conditions is an essential component to wider policy aims around health, wellbeing, and prevention. It will ensure that older people can continue to take part in their communities; and live with dignity and independence in their own homes now and in the future.

- 5.4 The Commissioner's Report encourages further digital integration. However, the shift to digital may exclude older people: while 89% of adults in Wales use the internet, only 49% of those aged 75% or older do so.⁹ There is a risk of inequity of access to the resources that will shift online if older people continue to be left out of the digital conversation. In scaling up the role of digital technology in public sector services, there is a risk that those without the means to access the internet will be left behind. Equally, skills, digital confidence, and fear of being exploited online are a barrier for generations that were not brought up in the digital age or with access from an earlier point in life.
- 5.5 Increased infrastructure and upskilling is required to ensure an equal and resilient Wales when it comes to digital technology usage. However, it is worth noting that this is more than just a skills issue. Reliable digital and internet connectivity is essential for a Prosperous Wales, but the proposals seen so far do not take into account those on lower or static incomes – like pensioners – for whom internet connection would be another expense. Likewise, in rural Wales, where more drastic investment to digital infrastructures is required, has a proportionally older population. There is a risk that older people will not have equal access to services or participation as Welsh citizens if these issues remain unaddressed.

6. How to ensure the Act is implemented successfully in the future

- 6.1 Long term funding to facilitate scale and pace, would enable organisations to properly plan for prevention, rather than resort to firefighting. We understand the need for prevention, but short-term funding granted within tight parameters is not conducive to development and implementation of a holistic preventative approach.
- 6.2 Foster a more equal relationship within Regional Partnership Boards between public sector bodies and the third sector by building on relationships that have been developed in trust during the pandemic. There is now opportunity to

⁷ Government Office for Science, 2016, Future of an Ageing Population, p.7

⁸ Presentation given by Dr Sarah Jones to the National Prudent Healthcare Falls Prevention Taskforce, 2017. "What's the point of falls prevention?"

⁹ Welsh Government Statistical Bulletin, 2019. National Survey for Wales, 2019-19: Internet Use and Digital Skills p.1

build on and utilise partnership responses brought on by Covid-19, and evaluating how they have impacted, seek to sustain and mainstream them as we reset community cohesion and resilience post-Covid19 and into the future. A more equal relationship will result in better collaboration

- 6.3 Enshrining the right to good housing in Wales in law is crucial in providing the impetus for further action on the knowledge that housing is a wider determinant of health. This will lead to investment in more services to find a balance between keeping people well so that older people can thrive rather than just survive. Good housing is essential for health, wellbeing, and community participation. This will not only necessitate investment in improving poor homes, but also enabling a wider market for older people to move to alternative homes where that is the right option for them, rather than relying on outdated notions of ageing in place. A moving through choice approach would involve coproducing the right models of accommodation for people as they age, creating more market response within building supply, and more flexible financial packages and service support for later life movers.
- 6.4 However, we recognise that the majority of older people would still choose to remain living independently in their own home. Therefore, to achieve 'good' housing, there should be easier access to help and resources for older owner-occupiers and private tenants improve the conditions in which they live. This includes a more joined-up approach to housing adaptations so that people across Wales can access adaptations equally; and setting a clear minimum standard for private sector housing, and timescale to meet this standard, which includes updated quality requirements for assisted living and SMART technology.
- 6.5 Similarly, a national decarbonisation programme that encompasses owner-occupied homes as well as social housing will lead to more energy efficient homes, lift people out of fuel poverty and lead to a greener, resilient Wales today and tomorrow. Welsh Government should set out a long-term plan on funding decarbonisation. This should involve not only financial support for those in proven need, but also good quality safe advice to encourage personal investment and long-term positive behaviour change. The market for retrofit and new-age installation should be enabled by advisors, contractors and installers that have a recognised accreditation, and a proven track record for customer care.
- 6.4 We must develop a clearer idea of how older people fit into the vision of digital innovation. We must work with older people to better understand the barriers to uptake of technology. To do this, Wales needs a workforce that is ready to engage with digital technologies and trained to work digitally with older people. From Covid19, we have learned that digital can be taken up rapidly, especially in the health sector – now need to extend this to rural Wales, which has a proportionately higher older population, continuing the progress to full connectivity by using Welsh businesses to build digital infrastructure to consolidate a prosperous Wales.

7. Today's Older People and Tomorrow's Ageing Society

- 7.1 We recognise that the current pandemic has brought out the best and the worst features of humanity. Alongside inspiring examples of self-sacrifice, there have been worrying signs of how older people have been labelled and treated. A starting point for us must be the way we value older people in society and create opportunities for healthy ageing, as well as incorporating older people consistently into civil life.
- 7.2 Recognition and investment in older people as a diverse group with much to contribute will ensure that ageing across the life course into the future will produce greater returns from wellbeing, free from the limiting impacts of cultural ageism. We are living longer and to a greater age: we should incentivise and enable older people to participate more and add value from years to intergenerational society.
- 7.3 It is important to recognise not only the net benefit that older people currently bring to our economy in Wales, but also the unlocked potential that is restricted by social stigma, loneliness and isolation, poor health opportunity, poor housing and technological exclusion. It is critical to the wellbeing of future generations that, as we invest in the new and evolving skills necessary for younger people to work and live in a modern society, that we invest also in the skill-set of our ageing population. The full potential of incorporating older people into governance, mentoring, business development, education and community development, has yet to be truly realised.

ABUHB Response to the Senedd’s Public Accounts Committee consultation on “Barriers to the successful implementation of the Well-Being of Future Generations Act 2015 (WBFGA) and how it might be successfully implemented in future”.

To support and govern the embedding of the principles of the WBFGA, the Health Board has established a Pan Health Board WBFGA Programme Board which has a number of key work streams including:

- a “Community of Practice Group”, focused on sharing best practice from inside and outside of the Health Board
- a Climate Change Network, - focused on progressing the Health Board’s ambitions around Climate change.
- a WBFGA - Self Assessment Process to build understanding and knowledge around the Act
- Work with key strategic programmes such as Clinical Future, Value Based Health Care and the new “Connect” weight management service, to embed the principles of the Act.
- In Nov 2020 the Health Board alongside the other Gwent public service Partners introduced a Healthy Travel Charter, which will commit the Health Board to specific targets around sustainable travel for staff.
- Having the WBFGA as a key foundation for articulating the business case for change within Gwent as part of ABUHB’s Director of Public Health annual report for 2019 “Building a Healthier Gwent”

Barriers to successful implementation of the WBFGA	Opportunities for improvement
<p>Effectiveness of the communications around the principles of the Act with the Public.</p> <ul style="list-style-type: none"> ● Whilst the Act has some traction within Public Sector organisations it has yet to become relevant to the majority of the Public. Therefore, where organisations are engaging the public to help shape their decision making, articulating the importance of the Act as a key driver in shaping any change remains a challenge. 	<ul style="list-style-type: none"> ● Clear WBFGA messaging from Welsh Government around the importance of the Act and its strategic importance in shaping the “Wales We Want.” ● Consideration could be given to a WBFGA Citizen Panel to support communications around the principles of the Act with the Public, Public bodies and PSB’s.
<p>Availability of resources to implement and embed the principles of the Act.</p> <ul style="list-style-type: none"> ● There have been limited additional resources to implement and embed the Act allocated to Public Bodies. This significant change programme has 	<ul style="list-style-type: none"> ● Consideration to be given to challenge/change funds to facilitate public service collaboration, problem solving and innovation on Wales’s most significant challenges.

<p>largely been funded through resources allocated to specific organisations such as Public Health Wales and Future Generations Commissioner rather than at the local level.</p> <ul style="list-style-type: none"> • The performance management framework set by Welsh Government for HB's needs to more closely align to the WBFGA. The current focus on short term outputs, quantitative information and processes inevitable dictates how Health Boards prioritise and marshal their resources • The current approach and time frames (3 years) around the Integrated Medium Term Planning (IMTP) and annual reporting framework and Welsh Government feedback on these, does not necessarily provide the imperative that would help HB's focus on the Act in its Planning for the longer term. 	<ul style="list-style-type: none"> • Ensuring that the National Delivery Framework reflects the principles of the Act. This should go beyond a mapping exercise to genuinely considering the appropriateness and completeness of the measures to show progress in delivering the Act. • The WG Guidance and subsequent review of IMTP's should provide an opportunity for HB's to show how they are using the principles of the Act to deliver their well-being objectives.
<p>Leading by example</p> <ul style="list-style-type: none"> • There is a concern is that the Act does not always have primacy in Welsh Government policy/decision making. This then follows that WG targets and resourcing allocation does not clearly support the sustainable development within Public sector organisations. • Lack of Strategic alignment with the WBFGA within WG has resulted in the Act not having the profile that it requires to deliver the big changes. This is also compounded by other competing legislation such as the Social Services & Well-Being Act seeming to have higher priority often with specific resources allocated to them to aid with implementation. • Strategic long term decisions such as those around infrastructure reference the Act to demonstrate strategic alignment – however the criteria that facilitates options and choices that follow on from this strategic positioning do not sufficiently prioritise the Act. 	<ul style="list-style-type: none"> • Greater focus by Audit Wales and Future Generations Commissioner on how key policy is developed within Welsh Government and if this process promotes the principles of the Act early in the policy development process. • Greater scrutiny on Welsh Government's budget setting and how this helps underpin the principles of the Act. • Clearer set of national standards/criteria – around development and assessment of Business cases to ensure the Act is fully integrated and valued early in the decision making process.
<p>Lack of a fully integrated approach to public services</p>	<ul style="list-style-type: none"> • The Audit Wales proposed Regional/Inter organisational approach to assessing how the WBFGA has been applied is welcomed – however the approach should also consider

	including Welsh Government when undertaking this work.
<p>Contextual Barriers</p> <ul style="list-style-type: none"> • Covid-19 – Responding to the immediate priorities around this pandemic have required the Health Board to focus on responding to the incident. However, the requirement to respond to the incident quickly has demonstrated that the Partners within Gwent have worked effectively and collaboratively to design and implement services such as the new Gwent Test Trace and Protect service. • Brexit – Whilst the issues around Brexit have taken a back stage to Covid-19, they still present the Health Board with ongoing challenges such as those around sustainability of European health supplies chains and the long term sustainability of the workforce. 	<ul style="list-style-type: none"> • The social and economic challenges anticipated post Covid-19 pandemic along with climate change means that the Act is more relevant and important now than ever. The Health Board looks forward to working with Welsh Government, Gwent Public Services and communities in Gwent to learn and apply the lessons from the pandemic and having a renewed approach to implementing the Act.



Oxfam Cymru written submission to Public Accounts Committee into the implementation of the Wellbeing of Future Generations (Wales) Act 2015 November 2020

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1. Awareness and understanding of the Act and its implications.

Despite five years passing since the enactment of the pioneering Wellbeing of Future Generations (Wales) Act, ending the Act's first implementation and reporting cycle, our systems are still failing to deliver human more needs to be done to realise the significant potential of the Act and ensure compliance and accountability. The world to embed the protection and prevention of harm to future generations in law but

If the WFG Act is to be effective, then we must push the boundaries of the Act further to create a wellbeing economy for Wales. We all need to play a role in inspiring civil society to step up and challenge government to realise the opportunities the WFG Act holds for rebuilding an economy in Wales that works for people and for the planet. Political leaders in Wales must be brave and empower the people of Wales to take ownership of the WFG Act as a 'people's act' through raising awareness and active conversations. This will help gather the wealth and breadth of experience of people in Wales on how to tackle the multiple challenges we face.

How can Wales can be a home to thriving people, in a thriving country whilst respecting the wellbeing of all people and the health of the whole planet?¹

Raising awareness of the Act will help inform transformative and inclusive action and empower people to challenge public bodies. We want our political leaders to hold the public sector to account, for example by withholding funds, for non-compliance with the WFG Act. We need more participatory democracy processes such as people's / citizens assemblies as a core part of policy making to ensure the rights of future generations are protected.

2. The resources available to public bodies to implement the Act and how effectively they have been deployed.

3. Support provided to public bodies by the Future Generations Commissioner.

The Future Generations Report 2020 is a comprehensive document but at 803 pages long it is difficult to navigate for even the most ardent of policy makers and totally inaccessible to ordinary people. It's safe to assume that most people in Wales do not know the Future Generations Commissioner exists or what her role is, or what potential the legislation has for our society. The Future Generations Commissioner role is advisory only and so there are no powers to enforce compliance with the Act or for members of the public to complain and challenge a lack of compliance by public bodies. There are calls for the Act to become a

'people's act' to raise awareness and better enable individuals to challenge public sector bodies on compliance, but a considerable amount of work would need to be done to realise this ambition. There are ways this could be achieved see for example the [British Institute of Human Rights tour](#) approach or through a national conversation as indicated in question 1.

Where attempts have been made to use the Act as a basis for challenging decisions made by public bodies, senior barristers have claimed it is '[virtually useless](#)'. Legal advice is needed on how to make the legislation more robust and how to bestow powers of enforcement on the FG Commissioner.

4. The leadership role of the Welsh Government.

Culture change is incredibly slow.

In 2017, WWF Cymru published [commissioned research](#) into how well Welsh Government was responding to the Act. This resulted in a series of workshops between senior Welsh Government civil servants and stakeholders to develop actions outlined in the [All Together](#) report to improve understanding and implementation of the Act. This led to another WG led workshop exploring the possibility of a cross sector advisory group established to assist with implementation of the Act across Welsh Government. Almost three years on, this is yet to be established. Although, some issues the sector had with the implementation of the Act and the role of the Commissioner have improved, progress is painfully slow, and together we should seek to go further, faster.

In [July 2018 WG announced](#) the plan to implement milestones (a requirement in the legislation) as a tool to show progress. The consultation was eventually published in [Jan 2019](#) and over a year later we are still waiting for the outcome. A further update was promised in Autumn 2019.

5. Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

Systemic change is needed

Our economic system is failing to deliver human and ecological wellbeing. The current economic system responds to the common needs of humanity and the planet in ways that do not address the heart of problems and do not make life better for all. In fact, often problems are made worse or at best responses act as 'sticking plasters'. In a wellbeing economy, responses should be person-centred, geared towards environmental protection and regeneration, positive and long-term. Short term political cycles, party politics and political football between local, devolved and national government do not lend themselves to dealing with the global challenges we face or the urgency with which we need to act.

We cannot continue to trade off long term gain for short term gain in decision making. All decision making needs to be evidence based and made on the principle of 'do no harm'. For example, it is easier to manage inequalities created by unemployment resulting from a decision to close a carbon intensive industry than it is to deal with the consequences of climate change. In such instances, investment could be made in retraining people for work in the other sectors and ensuring people have access to a basic level of income whilst retraining.

The basis of the FG Commissioner's recommendation to establish a cross-party, cross-sectoral Commission to create a long-term vision and strategy for the Welsh public sector of 2050 specifically focusing on key future trends is a good one. We would also argue that more work needs to be done on future visioning at all levels of Welsh society to help encourage empathy for future generations and motivate action.

Implementation gap

Political support for the Act remains mixed and there is a significant gap between the aspiration that went into developing the legislation, how much the Act is valued as a policy framework and how effectively it is being delivered in practice. In some instances, the existence of the Act has been used to support difficult decisions, for example on the [M4 relief road](#). Often, the vision and goals of government strategies are good and fit well under the Act but the detail within action plans don't stack up e.g. a focus on international student recruitment as a means of supporting the globally responsible Wales goal.

6. How to ensure that the Act is implemented successfully in the future.

We are encouraged by Welsh Government's statement of response to the FG Commissioners report in which they confirmed they have joined the Well-being Economy Government ([WEGo](#)) Network and will be working with Scotland, Iceland and New Zealand on a shared ambition to deliver and improve well-being through their economic approach. This is a positive step forward. Oxfam Cymru are part of a civil society group developing a parallel [Wellbeing Economy Alliance Cymru](#)

There needs to be better alignment between equalities and environmental legislation in terms of wellbeing/equalities, environmental impact assessments, engagement and reporting for example. Also, if Wales decides to introduce a Human Rights Bill then this could help ensure a rights-based approach to the delivery of the wellbeing goals, for example public sector responsibilities under the UNCRC help add further weight to the need for action to support the wellbeing of children.

Today, there is a greater need than ever to stop colonising future generations and to stop using resources that should be available to people yet to be born. Could including future generations as a protected characteristic in equalities legislation for example be a way of reinforcing the WFGAct, protecting future generations from harm and giving future generations some redress?

Oxfam Cymru has recently published a [Welsh Doughnut 2020](#) in collaboration with partners in the Wales Anti-Poverty Coalition and the Wales Environment Link. The 2020 Welsh Doughnut shows that Wales exceeds planetary boundary emission limits for CO₂ by 455% and in land-use change the UK figure is 200%. We are also facing an ecological emergency with one in six species in Wales at risk of extinction.

The key recommendations from the 2020 Welsh Doughnut report are for the next Welsh Government to urgently tackle the poverty and environmental crises by:

1. Producing a tackling poverty strategy which delivers a decent standard of living for everyone whilst living within our environmental limits.
2. Reviewing the effectiveness of the Well Being of Future Generations Act to ensure that everyone in Wales has a decent standard of living whilst living within our environmental limits. This includes a National Conversation with our current and future generations.

We also recommend that Welsh Government work with the Wellbeing Economy Government Network and international institutions to harmonise 'beyond GDP' accounting frameworks and terminology linked to delivery of the SDGs. We would like to see Welsh Government report on wellbeing and sustainability metrics with higher frequency and timeliness than GDP.ⁱⁱ

ⁱ <https://www.kateraworth.com/wp/wp-content/uploads/2020/04/20200406-AMS-portrait-EN-Single-page-web-420x210mm.pdf>

ⁱⁱ <https://wellbeingeconomy.org/wp-content/uploads/WeAll-BRIEFINGS-Measuring-the-Wellbeing-economy-v6.pdf>

Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

Swansea Council Response

Further to the email dated 12th October 2020 regarding consultation on Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015; Swansea Council would like to make the following observations;

1. Q1. Awareness and understanding of the Act and its implications.

- 1.1 Overall, there is a good level of awareness of the Act and its implications, although this varies within the Council. However, more could be done by Welsh Government and the Future Generations Commissioners Office (FGCO) to make the implications and implementation of the Act less complex and more understandable and practical to implement. Our view is that there appears to be a general lack of awareness of the Act and its implications amongst the general public.
- 1.2 There are limited national communications materials, other than the Megan video, that can be used to communicate the Act within organisations and to the general public; especially when, for example, compared to the Social Services and Well-being Act 'Get in on the Act, campaign. The burden of providing training on the Act has also fallen to individual public bodies where there are limited funds and resources provided or available following years of austerity to provide widespread training. It would be helpful if the Welsh Government and FGCO provided training materials and resources, including training videos, as well as Impact Assessments and example/best practice templates for action in ways of working and key corporate areas for change.
- 1.3 Public bodies are not always assured that the Welsh Government, Audit Wales and FGCO necessarily understand the level of resources and other support required for public bodies to communicate and implement the Act, its realities for change and its implications – especially when public bodies, especially local authorities, have been subjected to years of austerity, increasing demand and copious amounts of new legislation and duties to shoulder so that they no longer have the capacity or bandwidth that was once available.
- 1.4 A unified message and approach to expectations and support from Welsh Government, Audit Wales and OFGC is generally missing, nor is the expectation that the Act should be universally applied, which leads to a perception in social care, for example, that it is secondary to the Social Services and Well-being Act. A unified approach to communicating realistic expectations regarding the Act's implications and providing the necessary resources and support would be helpful.

2. Q2. The resources available to public bodies to implement the Act and how effectively they have been deployed.

2.1 Public bodies and partnerships are not always assured that the Welsh Government, Audit Wales and FGCO necessarily understand the level of resources and other support required for public bodies to communicate and implement the Act, its realities for change and its implications – especially when public bodies have been subjected to years of austerity, increasing demand and copious amounts of new legislation and duties to shoulder so that they no longer have the capacity or bandwidth that was once available. Welsh Government and FGCO needs to be more active in supporting public bodies and partnerships by providing funding and more national guidance / templates, training and communication materials, as well as more guidance on ‘how’ to implement the Act rather than just ‘what’ to do to implement the Act. There are too many instances where 22 local authorities are all each working separately on trying to implement the Act; there are some instances where a single national and common approach would be beneficial, e.g. a nationally developed Future Generations Impact Assessment.

2.2 With the exception of limited revenue funding to support administration of PSB’s there is no additional funding made available by Welsh Government to support the work of the PSB and the delivery of the Well-Being plans. The burden for administering and co-coordinating the PSB and its work also falls disproportionately on local authorities with no additional funding or support. This is in stark contrast to Regional Partnership Boards (RPB) where central funding is made available to support the development and delivery of RPB work. PSB regional funding is unwieldy and equivalent funding for a co-ordinator servicing each area would have been more effective. The Well Being and Future Generation Act does not include policing as a listed public body and as such the Police have no resource to support implementation of the act.

3. Q3. Support provided to public bodies by the Future Generations Commissioner.

3.1 The Commissioner has provided some tools and documentation to help support the improvements public bodies, such as the Future Generations Report 2020, Journey on Involvement and feedback on a Self-Reflection tool. Overall, the communication and correspondence the Council has received as a public body from the FGCO has been limited although we do recognise that the FGCO does have a relatively small team. Representatives from the FGCO’s office have attended some PSB meetings however this is fairly sporadic in nature.

3.2 There also needs to be better alignment between Welsh Government, Audit Wales and FGCO advice. There needs to be a focus on practical advice for public bodies and for corporate areas for change within public bodies. Materials need to be streamlined, easily accessible, not duplicated. (There are literally dozens of Journeys – only accessible by clicking down – you can’t see the overview, same with Future Generations Report). The frameworks are resource intensive and assume large budgets, which don’t exist. The materials provided for public bodies and PSBs are limited and what is available can be time

consuming and difficult for practitioners to navigate and identify the advice applicable to their service. There is confusion / duplication between the roles of the FG Commissioner and Audit Wales; it is not clearly understood why both are needed and what their respective roles and responsibilities are, which can be counterproductive in garnering support for the Act.

4. Q4. The leadership role of the Welsh Government.

4.1 We do believe that there could be a clearer leadership role undertaken by the Welsh Government in relation to the awareness and promotion of the Act. There does appear to be a disconnect between Welsh Government and the FGCO. There also appears to be very little public references to the Act in terms of Welsh Governments work at Ministerial level during public announcements. Clear Leadership from Welsh Government is needed at present, which needs to be top down not bottom up; it is Welsh Government that sets out the frameworks and legislation that public services and PSBs must follow and in terms of setting funding terms, performance criteria, framing national procurement policy etc. Welsh Government could do more to lead unified and common national approaches to the Act. Welsh Government representatives do attend some PSB meetings but this is not always consistent across all PSB's.

5. Q5. Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

5.1 Whilst the full impact of the COVID-19 pandemic is yet to be realised there is a general expectation that public sector funding will be subject to further efficiencies. This, in addition to a decade of austerity, would clearly impact on the successful implementation of the Act. We believe it to be too early to establish the impact from Brexit at the present time. The perception of the Act being just another competing policy demand when it could be the methodology to manage the competing policy demands in an more efficient way if the necessary leadership, resources, guidance, clarity and support was provided to PSBs and to public bodies by Welsh Government and FGCO.

5.2 There is confusion / duplication between the roles of the FGCO and Audit Wales; it is not clearly understood why both are needed and what their respective roles and responsibilities are. The FGCO should be supportive and enabling and should not seek to micro-manage or enforce, which is counterproductive when winning hearts and minds, e.g. the FGCO could produce and deliver training on the Act, which would be both helpful and supportive. Audit Wales should have no role at all in regulating or enforcing the Act when much of the implementation is cultural and subjective. Audit Wales should instead focus on their traditional role to assess value for money and probity in the use of public money. The Audit Wales Future Generations audits do not add significant value to the process. Audit Wales undertakes a deep dive on a single step to meet any Well-being Objective and try to look for ways in which the public body in question has complied with the Act through a detailed examination of that single step. The approach appears contrived and subsequent reports pretty much say the same thing – public bodies are working

in line with the Act but could do more. A better approach, assuming Audit Wales have to retain a role, would be to avoid dedicated audits on the Act and instead examine the application of the Act in broad terms looking at value for money and probity in the use of public money through all of their other audits.

- 5.3 The number of strategic partnerships, some with competing remits, is a major issue for public sector organisations within Wales. Similarly, the lack of hypothecated and core funding available to PSB's, in comparison to other strategic partnerships, has certainly reduced the effectiveness and speed of delivery of PSB Well Being plans. There is little evidence of pooled budgets to deliver Well-Being plans and as such organisations often operate independently without exploring opportunities for collaboration.

6. Q6. How to ensure that the Act is implemented successfully in the future.

- 6.1 There needs to be joined-up working and clear unified messaging from Welsh Government, Audit Wales and OFGC. There needs to be a principles-led light touch approach with guidance, resources and support offered as a platform to build upon. Root messaging around the Act needs to be based on pragmatic, realistic and practical approaches and low resource solutions, which change culture over time. The aim should be to streamline and not complicate, offering a clear pathway forward that simplifies and does not muddle, complicate or confuse. Welsh Government needs to provide clear leadership, funding and resources and nationally developed solutions where that makes sense; the FGCO must provide more practical and pragmatic guidance and support and encouragement, and; Audit Wales should integrate the Act into their existing work and focus on value for money and the use of public funds and avoid dedicated 'audits' on what is subjective and cultural change. Above all, there needs to be a realistic assessment and expectation around what can be achieved over a sensible timeframe with diminished resources and increasing demand.
- 6.2 For PSBs it is crucial that core funding is made available. Access to available funding streams will enable for the pooling of knowledge and resources by working collaboratively across partner organisations to the benefit of our local communities and future generations, together with the ability to adopt 'one-off' financial support to ensure some initiatives get off the ground as part of embedding long terms goals for shaping and sustaining communities of the future.

Submitted by [REDACTED] on behalf of Swansea Council
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Contact Details:

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Rhwystrau i weithredu Deddf Llesiant Cenedlaethau'r Dyfodol (Cymru) 2015 yn llwyddiannus

Ymateb gan Fwrdd Gwasanaethau Cyhoeddus Blaenau Gwent

1. Ymwybyddiaeth a dealltwriaeth o'r Ddeddf a'i goblygiadau

1.1 Ers ei sefydlu mae Bwrdd Gwasanaethau Cyhoeddus Blaenau Gwent wedi mabwysiadu egwyddor o ddysgu a hunan-fyfyrto i gynorthwyo gyda'i ddatblygiad a'i effeithiolrwydd wrth ddeall y Ddeddf a'i goblygiadau. Roedd sesiynau datblygu cynnar yn cynnwys "Creu BGC pwrpasol" yn 2016 a helpodd i adeiladu ffyrdd cadarnhaol o weithio i'r Bwrdd.

1.2 Mae sesiynau myfyriol mwy diweddar a gefnogwyd ac a hwyluswyd gan Academi Cymru yn cynnwys:

- Ymarfer hunanasesu ar effeithiolrwydd y Bwrdd ym mis Ebrill 2019.
- Ystyried ymatebion lleol i COVID-19 ym mis Gorffennaf 2020 a'r hyn a ddatgelodd am effeithiolrwydd cadarnhaol perthnasoedd partneriaeth gan gynnwys heriau yn y dyfodol.

1.3 Amlygodd y gwaith a wnaed yn 2019 feysydd i'w datblygu gan gynnwys yr angen i symleiddio trefniadau partneriaeth, adnoddau, datblygu cynllun gwaith strategol a buddion rhannu arbenigedd. Llywiodd nifer o'r heriau a amlygwyd ddatblygiad rheolaeth perfformiad newydd ar gyfer y BGC a fabwysiadwyd ym mis Ionawr 2020.

1.4 Ystyriodd y sesiwn saib a myfyrio ym mis Gorffennaf 2020 yr effaith ar raglen waith strategol y BGC a dysgu o'r ymateb i'r pandemig COVID-19, yr oedd y bwrdd am barhau ag ef ac adeiladu arno.

1.5 Mae gan Gadeirydd ac Is-gadeirydd y Pwyllgor Craffu wahoddiad sefydlog i'r BGC sy'n cynorthwyo gydag ymwybyddiaeth aelodau o'r BGC a'r Ddeddf a datblygu rhaglen waith symud ymlaen pwyllgor cryf ac atebolrwydd. Darparwyd sesiynau gydag aelodau etholedig ar ddeall y Ddeddf a chymhwysu'r pum ffordd o weithio i ymholiadau craffu. Cyflwynwyd sesiynau gyda staff y Cyngor ar y gwahanol lefelau ar y Ddeddf hefyd ac adolygwyd y fframwaith adrodd ar benderfyniadau i gynnwys y pum ffordd o weithio, gan gynnwys o fewn y templedi a'r arweiniad ategol.

2. Yr adnoddau sydd ar gael i gyrff cyhoeddus i roi'r Ddeddf ar waith a pha mor effeithiol y cawsant eu defnyddio

2.1 Mae Bwrdd Gwasanaethau Cyhoeddus Blaenau Gwent yn cymryd agwedd gynhwysol ar draws ei aelodaeth ac mae wedi cymryd y dull o nodi noddwr ar gyfer pob un o'r ffrydiau gwaith rhaglen strategol llesiant. Mae gweithio rhanbarthol hefyd wedi bod yn nodwedd allweddol, gyda Grŵp Gweithredu Strategol Llesiant Gwent (GSWAG) yn parhau i gyflawni gwaith allweddol ar yr ôl troed rhanbarthol e.e. Dyfodol Gwent, Mynegai Cymunedau'n Ffynnu a Gwent yn Barod ar gyfer yr Hinsawdd. Mae'r defnydd rhanbarthol o gyllid LIC ar gyfer Byrddau Gwasanaethau Cyhoeddus wedi bod yn bwysig i symud rhywfaint o waith arloesol ymlaen ac mae GSWAG wedi llwyddo i ddenu cyllid ychwanegol i gefnogi prosiectau BGC.

2.2 Yn fwy heriol roedd nodi adnoddau ariannol gan sefydliadau partner, er bod rhai enghreifftiau da o ble mae ffrydiau cyllid wedi'u cynyddu i'r eithaf e.e. gan alinio cyllid Pontio'r UE â rhaglen bwyd cynaliadwy BGC, cyllid Cyfoeth Naturiol Cymru ar gyfer cefnogi prosiectau llesiant sy'n ymwneud â defnyddio asedau naturiol i helpu llesiant corfforol a meddyliol yn y gymuned a pheilot cyllideb cyfranogol ar draws Gwent a ddatblygwyd o gyllid bwrdd iechyd.

2.3 Mae'r BGC yn ceisio darparu adnoddau ar gyfer ei raglenni gwaith llesiant gan ddefnyddio'r adnoddau presennol ar draws ei aelodaeth. Gall hyn fod yn heriol o ystyried y gofynion sefydliadol y mae pob un yn eu hwynebu mewn tirwedd sector cyhoeddus sydd wedi wynebu ei heriau adnoddau ei hun. Wedi dweud hynny, mae arweinwyr y byrddau yn parhau i fod yn gwbl ymrwymedig i helpu i gyflawni'r cynllun llesiant ac mae nifer o'r aelodau'n chwarae eu rhan wrth lywio rhaglenni gwaith allweddol cyffrous fel Noddwyr. Mae hyn yn helpu i ledaenu'r arweinyddiaeth ac annog cydweithredu gwirioneddol. Ymhlith yr enghreifftiau mae:

- Y 1,000 diwrnod cyntaf - Noddwr Bwrdd Iechyd Prifysgol Aneurin Bevan
- Profiadau Niweidiol yn ystod Plentyndod - Noddwr Heddlu Gwent
- Hwb Diogelwch Cymunedol - Noddwr Heddlu Gwent
- Blaenau Gwent ar Symud - Noddwr Cyngor Bwrdeistref Sirol Blaenau Gwent
- Partneriaeth Bwyd Cynaliadwy Blaenau Gwent - Noddwr Tai Calon
- Addasu i Newid yn yr Hinsawdd - Noddwr Cyfoeth Naturiol Cymru
- Lliniaru Newid yn yr Hinsawdd - Noddwr Cyngor Bwrdeistref Sirol Blaenau Gwent
- Rhwydweithiau Llesiant Integredig - Noddwr Bwrdd Iechyd Prifysgol Aneurin Bevan
- Economi Sylfaenol - Noddwr Coleg Gwent

- Cymunedau Cyfeillgar i Oedran – Noddwr Cymdeithas Sefydliadau Gwirfoddol Gwent

2.4 Ystyriodd y Bwrdd Gwasanaethau Cyhoeddus hefyd effaith COVID-19 ar ei raglen waith bresennol ym mis Medi 2020 a phwysigwydd ystywytho ei ddull o ymgysylltu ac ymglymiad i addasu i'r heriau pandemig cyfredol.

2.5 Mae'r Bwrdd Gwasanaethau Cyhoeddus yn gwerthfawrogi'n fawr y Gwaith Sganio Gorwel a wneir gan Ash Futures a Barod am yr Hinsawdd Gwent sy'n dechrau dylanwadu ar raglenni gwaith rhanbarthol a lleol. Mae'n werth nodi, gyda Blaenau Gwent, bod angen ystyried meddwl y Dyfodol ar gyfer unrhyw raglen waith newydd a gynigir i'r BGC. Ymgorfforir hyn yn nhrefniadau'r Adroddiad Cychwyn ar gyfer "cychwyn prosiect".

3. Cefnogaeth a ddarperir i gyrrff cyhoeddus gan Gomisiynydd Cenedlaethau'r Dyfodol

3.1 Mae'r BGC wedi croesawu'r gefnogaeth a ddarperir gan Gomisiynydd Cenedlaethau'r Dyfodol a'r tîm ehangach ers sefydlu'r Ddeddf. Mae hyn wedi cynnwys her a chefnogaeth ers ei sefydlu. Ymhlith yr enghreifftiau roedd ymateb yn gadarnhaol i adborth datblygiadol ar ei iteriad cyntaf o'r asesiad llesiant ac yn fwy diweddar canmoliaeth gan y Comisiynydd am ddull y BGC i ymgysylltu ar y cyd a chynnwys pobl yn ei "Y Blaenau Gwent a Garem". Nodwedd arwyddocaol o'r gwaith hwn oedd gweithio'n agos gyda Phrif Gyngor Plant a Fforwm Ieuencid Blaenau Gwent wrth ddatblygu a gweithredu'r cynllun llesiant ar gyfer yr ardal.

3.2 Enghraifft dda o'r nod hwn ar waith yw cyfranogiad Maer Ieuencid Blaenau Gwent yn lansiad y cynllun llesiant ym mis Mai 2018. Yn fwy diweddar mae'r BGC yn falch iawn bod cynrychiolwyr y Fforwm Ieuencid a'r Fforwm 50+ wedi derbyn gwahoddiadau i ymuno â'r Grŵp Llywio Lliniaru Newid yn yr Hinsawdd sy'n cyfarfod nesaf ym mis Rhagfyr 2020.

3.3 Mae'r BGC hefyd yn croesawu'r adroddiadau a'r diweddariadau rheolaidd a ddarperir gan y Comisiynydd ac yn adolygu eu cynnwys a'u hargymhellion yn rheolaidd yng nghyfarfodydd y Bwrdd. Gwnaethom groesawu a defnyddio Fframwaith y Comisiynwyr ar gyfer Prosiectau a'i ddefnyddio wrth ddylunio ein fframwaith rheoli perfformiad sy'n cynnwys rheolaeth rhaglenni.

3.4 Ar adegau yn y gorffennol ac yn fwy diweddar yn ystod ein hymateb parhaus i bandemig COVID-19, mae'r gallu i ymgysylltu'n llawn ac archwilio cyfleoedd yn yr holl adroddiadau a dogfennau canllaw a rennir gan Gomisiynydd Cenedlaethau'r Dyfodol yn gyfyngedig.

4. Arweinyddiaeth Llywodraeth Cymru

4.1 Roedd y BGC o'r farn bod canllawiau Statudol ac Anstatudol "Dyfodol a Rennir ar gyfer Pwrpas a Rennir" a ddarperir gan Lywodraeth Cymru yn ddefnyddiol iawn wrth ffurfio'r Bwrdd, datblygu'r asesiad llesiant a gosod cyfeiriad strategol ar gyfer y cynllun. Mae cynrychiolaeth Llywodraeth Cymru ar GSWAG hefyd wedi bod yn ddefnyddiol.

5. Unrhyw rwystrau eraill rhag gweithredu'r Ddeddf yn llwyddiannus e.e. Brexit, COVID ac ati.

5.1 Un o'r heriau allweddol sy'n wynebu'r Bwrdd Gwasanaethau Cyhoeddus wrth gyflawni ei raglen llesiant ar hyn o bryd yw'r heriau y mae amgylchedd COVID-19 yn eu creu wrth ymgysylltu a chynnwys cymunedau lleol. O fewn Blaenau Gwent mae ein his-grŵp Ymgysylltu â'r Bwrdd Gwasanaethau Cyhoeddus wrthi ar hyn o bryd yn archwilio sut y gallwn gyflawni'r her hon sy'n bwysig wrth ddarparu'r rhaglenni gwaith llesiant presennol ond hefyd wrth ddatblygu ein hasesiad llesiant yn ystod y flwyddyn nesaf. Rydym yn archwilio'r materion hyn yn rhanbarthol o fewn fforymau fel Grŵp Gweithredu Strategol Llesiant Gwent (GWSAG) ond rydym hefyd yn croesawu'r gweithdai a hwylusir gan y Tîm Partneriaethau Llywodraeth Leol o fewn Llywodraeth Cymru. Mae hyn yn darparu cyfleoedd i rannu syniadau da ac arfer da a chyfarfu ddiwethaf ar 26 Hydref 2020.

5.2. Mae grŵp cynllunio craidd Brexit y Cyngor yn cydnabod bod angen i baratoi ar gyfer diwedd cyfnod Pontio'r UE fwydo i amrywiaeth enfawr o feysydd gwaith cysylltiedig a pheidio â bod yn rhaglen arunigol. Ystyrir cyfleoedd i gysylltu effaith cyfnod Pontio'r UE â rhaglen waith strategol y BGC; er enghraifft, bydd thema effaith economaidd adferiad COVID-19 a rhaglenni Economi Sylfaenol a Phartneriaeth Bwyd Cynaliadwy BGC yn helpu i liniaru yn erbyn unrhyw effaith economaidd leol cyfnod Pontio'r UE wrth symud ymlaen.

6. Sut i sicrhau bod y Ddeddf yn cael ei gweithredu'n llwyddiannus yn y dyfodol

6.1 Mae BGC Blaenau Gwent yn parhau i godi ymwybyddiaeth o'r Ddeddf a hyrwyddo cymhwysiad y 5 ffordd o weithio i lywio'r broses o wneud penderfyniadau; gan roi pwyslais ar gynnwys, dysgu gwersi a myfyrio ar unrhyw ddysgu y byddem am ei gadw yn ei le o ymateb y pandemig i gefnogi gweithrediad y Ddeddf. Mae arweinwyr lleol yn parhau i gael eu cefnogi i gofleidio dull addasol a chreadigol, gan feithrin newid diwylliant ar gyfer gweithio mewn partneriaeth.

6.2 Mae'r BGC yn cydnabod yr angen i barhau i fordwyo trwy'r hyn sy'n dirwedd partneriaeth rhy gymhleth yng Nghymru ar adegau, gyda'r nod o gynyddu synergeddau ac adnoddau i'r eithaf mewn ffordd effeithiol. Ystyrir camau i fynd i'r

afael â hyn mewn cyd-destun BGC o fewn Gwent yn dilyn trafodaethau ym mhob un o'r 5 Bwrdd Gwasanaethau Cyhoeddus a G10 i ystyried symud tuag at BGC Rhanbarthol yn y dyfodol.

6.3 Wrth edrych ymlaen, mae'n amlwg na ddylem danamcangyfrif y gwaith sy'n gysylltiedig â chynnal asesiad llesiant pellach yn 2021 o bosibl yn ystod cyfnod o heriau COVID parhaus. Hyd yn hyn rydym yn aneglur sut olwg fydd ar ein gallu ar y cyd erbyn gwanwyn/haf 2021 i ymateb yn gadarnhaol i'r her hon. Mae'n bosibl y bydd angen rhywfaint o gymorth adnoddau ychwanegol arnom i gyflawni'r gwaith hwn.



Barriers to the successful implementation of the Well-Being of Future Generations (Wales) Act 2015

Response from the Blaenau Gwent Public Services Board

1. Awareness and understanding of the Act and its implications

1.1 Since its inception the Blaenau Gwent Public Services Board has adopted a principle of learning and self-reflection to assist with its development and effectiveness in understanding the Act and its implications. Early development sessions included “Creating a purposeful PSB” in 2016 which helped to build positive ways of working for the Board.

1.2 More recent reflective sessions supported and facilitated by Academi Wales includes:

- Self-assessment exercise on Board effectiveness in April 2019
- Considering local responses to Covid19 in July 2020 and what it revealed about the positive effectiveness of partnership relationships including future challenges

1.3 The work undertaken in 2019 highlighted areas to develop including the need to simplify partnership arrangements, resources, development of a strategic plan of work and the benefits of sharing expertise. Several of the challenges highlighted informed the development of a new performance management for the PSB that was adopted in January 2020.

1.4 The pause and reflect session in July 2020 considered both the impact on the PSB strategic work programme and learning from the response to the Covid19 pandemic, which the board wanted to continue and build on.

1.5 The Chair and Vice Chair of the Scrutiny Committee have a standing invitation to the PSB which assists in member awareness of the PSB and the Act and developing a strong committee forward work programme and accountability. Sessions have been provided with elected members on understanding the Act and applying the five ways of working to scrutiny enquiries. Sessions with Council staff on the various levels on the Act have also been delivered and the decision making reporting framework has been revised to include the five ways of working, including within the supporting templates and guidance.

2. The resources available to public bodies to implement the Act and how effectively they have been deployed

2.1 The Blaenau Gwent Public Services Board takes an inclusive approach across its membership and has taken the approach of identifying a sponsor for each of the strategic well-being programme work streams. Regional working has also been a key feature, with the Gwent Strategic Well-being Action Group (GSWAG) continuing to deliver key work on the regional footprint e.g. Gwent Futures, Thriving Communities Index and Climate Ready Gwent. The regional use of WG funding for PSBs has been important to progress some innovative work and GSWAG has been successful in attracting in additional funding to support PSB projects.

2.2 More challenging has been the identification of financial resources from partner organisations, although there are some good examples of where funding streams have been maximised e.g. aligning EU Transition funding to the PSB sustainable food programme, NRW funding for supporting well-being projects relating to using natural assets to help physical and mental well-being within the community and a participatory budget pilot across Gwent developed from health board funding.

2.3 The PSB seeks to resource its well-being programmes of work using existing resources across its membership. This can be challenging given the organisational demands each face in a public sector landscape that has faced its own resourcing challenges. That said the boards leaders remain fully committed to helping to delivering the well-being plan and several of the members play their part in steering exciting key programmes of work as Sponsors. This helps to spread the leadership and encourage real collaboration. Examples have included:

- First 1,000 days – Sponsor Aneurin Bevan University Health Board
- Adverse Childhood Experiences – Sponsor Gwent Police
- Community Safety Hub – Sponsor Gwent Police
- Blaenau Gwent on the Move – Sponsor Blaenau Gwent Borough Council
- Blaenau Gwent Sustainable Food Partnership – Sponsor Tai Calon
- Climate Change Adaptation - Sponsor Natural Resources Wales
- Climate Change Mitigation - Sponsor Blaenau Gwent County Borough Council
- Integrated Well-being Networks – Sponsor Aneurin Bevan University Health Board
- Foundational Economy – Sponsor Coleg Gwent
- Age Friendly Communities – Sponsor Gwent Association of Voluntary Organisations

2.4 The Public Services Board also considered the impact of COVID-19 on its existing programme of work in September 2020 and the importance of flexing its

approach to engagement and involvement to adapt to the current pandemic challenges.

2.5 The Public Services Board greatly values the Horizon Scanning Work undertaken by Ash Futures and Climate Ready Gwent which is beginning to influence both regional and local programmes of work. It is worth noting that with Blaenau Gwent any new programme of work proposed to the PSB requires a consideration of Futures thinking. This is built into the Inception Report arrangements for “project initiation”.

3. Support provided to public bodies by the Future Generations Commissioner

3.1 The PSB have welcomed the support provided by the Future Generations Commissioner and the wider team since the inception of the Act. This has included challenge and support since its inception. Examples included responding positively to developmental feedback on its first iteration of the well-being assessment and more recently compliments from the Commissioner on the PSB’s approach to collaboratively engaging and involving people in its “The Blaenau Gwent We Want “. A significant feature of this work was to work closely with the Children’s Grand Council and Youth Forum for Blaenau Gwent in both the development of the and implementation of the well-being plan for the area.

3.2 A good example of this aim in action is the involvement of the Youth Mayor for Blaenau Gwent in the launch of the Wellbeing plan in May 2018. More recently the PSB is delighted that the representatives from the Youth Forum and 50+ Forum have accepted invitations to join the Climate Change Mitigation Steering Group which meets next in December 2020.

3.3 The PSB also welcomes the regular reports and updates provided by the Commissioner and regular reviews their content and recommendations at Board meetings. We welcomed and utilised the Commissioners Framework for Projects and utilised it in the design of our performance management framework that includes programme management.

3.4 At times in the past and more recently during our ongoing response to the Covid19 pandemic, capacity to fully engage and explore opportunities within all the reports and guidance documents shared by the Future Generations Commissioner has been limited.

4. The leadership of the Welsh Government

4.1 The PSB found the “Shared Purpose Shared Future” Statutory and non-Statutory guidance provided by Welsh Government extremely useful in forming the Board,

developing the wellbeing assessment and the setting strategic direction for the plan. Welsh Government representation on GSWAG has also been helpful.

5. Any other barriers to successful implementation of the Act e.g. Brexit, COVID etc.

5.1 One of the key challenges facing the Public Services Board in the delivery of its well-being programme at this time is the challenges the COVID-19 environment creates in engaging and involving local communities. Within Blaenau Gwent our Public Services Board Engagement Sub-Group is currently exploring how we can meet this challenge which is important in both the delivery of the existing well-being programmes of work but also in developing our well-being assessment during next year. We are exploring these issues regionally within such forums as the Gwent Strategic Well-being Action Group (GWSAG) but also welcome the workshops being facilitated by the Local Government Partnerships Team within the Welsh Government. This provides opportunities for sharing good ideas and good practice and last met on 26 October 2020.

5.2 The Council's Brexit core planning group recognises that preparing for the end of EU Transition needs to feed into a huge variety of related work areas and not be a standalone programme. Opportunities to link the impact of EU Transition into the PSB's strategic work programme are being considered; for example, the economic impact Covid19 recovery theme and the PSB Foundational Economy and Sustainable Food Partnership programmes will help to mitigate against any local economic impact of EU Transition going forward.

6. How to ensure that the Act is implemented successfully in future

6.1 The Blaenau Gwent PSB continues to raise awareness of the Act and promote the application of the 5 ways of working to inform decision-making; placing an emphasis on involvement, learning lessons and reflecting on any learning we would want to keep in place from the pandemic response to support the implementation of the Act. Local leaders continue to be supported to embrace an adaptive and creative approach, nurturing a culture change for partnership working.

6.2 The PSB recognises the need for continued navigation through what at times is an overly complex partnership landscape within Wales, aiming to maximise synergies and resources in an impactful way. Steps are being considered to address this in a PSB context within Gwent following discussions within all 5 Public Services Boards and G10 to consider a move towards a Regional PSB in future.

6.3 Looking forward it is clear we should not under estimate the work involved in undertaking a further well-being assessment in 2021 potentially during a period of ongoing COVID challenges. We are as yet unclear what our collective capacity will look like by the spring / summer 2021 to respond positively to this challenge. It is possible we will require some additional resourcing support to complete this work.



**Bwrdd Iechyd Prifysgol
Bae Abertawe**
Swansea Bay University
Health Board

Cadeirydd/Chair: **Emma Woollett**
Prif Weithredwr/Chief Executive: **Tracy Myhill**

gofalu am ein gilydd, cydwelthio, gwella bob amser
caring for each other, working together, always improving

Rydym yn croesawu gohebiaeth yn y Gymraeg ac yn y Saesneg.

We welcome correspondence in Welsh or English.

Dyddiad / Date: 23rd November 2020

Nick Ramsay MS

Sent via email:

SeneddPAC@Assembly.Wales

Response to the Senedd's Public Accounts Committee review of the Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

1. Awareness and understanding of the Act and its implications.

The Board has participated in Board briefings and received reports on WBFGA and the Health Board's response to the Act and therefore has a reasonable level of understanding of the Act and its implications. The work of the former Wales Audit Office and the study into the Health Board's response has also ensured that the Board understands its role and responsibilities.

Awareness and understanding across the rest of the organisation is inconsistent. In certain areas for example environmental services, travel, mental health and early year's services there is a good level of understanding and commitment towards implementation. Also, within procurement, capital planning, public health; strategy and workforce and OD the requirements of the Act are well understood and acted upon. For some of the more acute secondary care services, understanding is based more upon individual's knowledge, rather than departmental awareness.

The Act is complicated and very broad, for example the 7 goals and 5 ways of working. Therefore, the broader understanding may be that it is primarily focused on environmental issues and children's services, and would not understand the organisation's responsibility in terms of a more prosperous or more resilient Wales for example.



**Pencadiys BIP Bae Abertawe, Un Porthfa Talbot, Port Talbot, SA12 7BR / Swansea Bay UHB Headquarters, One
Talbot Gateway, Port Talbot, SA12 7BR**

**Bwrdd Iechyd Prifysgol Bae Abertawe yw enw gwelthredu Bwrdd Iechyd Lleol Prifysgol Bae Abertawe
Swansea Bay University Health Board is the operational name of Swansea Bay University Local Health Board**

2. The resources available to public bodies to implement the Act and how effectively they have been deployed.

A small amount of funding has been made available to Local Authorities to coordinate Public Service Boards, however, this was removed for this year due to COVID, and it is unclear if this will be made available again. The Health Board also makes a small financial contribution to support the running of each PSB of which it is a member. No resources have been made available to the Health Board to support implementation of the Act.

The Act should be a core part of each organisation's/person's role, although it needs to be recognised that it takes time to build this kind of knowledge, skills and expertise within and across organisations. The Health Board has no dedicated capacity or support to do this.

The Health Board has been in Targeted Intervention until recently. Whilst we have an agreed Organisational Strategy and Clinical Services Plan, we have not been able to develop an Integrated Medium Term Plan for several years, rather submitting annual plans within a strategic context. This has meant that much of our focus has been on ensuring essential short term improvements. Our escalation level has now been reduced to Enhanced Monitoring, and we plan to refresh our Organisational Strategy and Well Being Objectives. We will use this as an opportunity to further consider how we can embed the Act across all that we do.

3. Support provided to public bodies by the Future Generations Commissioner.

The Commissioner's Office is small, however their role in terms of supporting implementation is not always clear. The Commissioner's Office produces many helpful reports and links to evidence which could be adopted, and more practical support opportunities would be welcomed.

The enforcement role should be as a last resort, following support and advice.

4. The leadership role of the Welsh Government.

Welsh Government refer to the Act in guidance, policy and other documents however:

- There is potential for policy guidance issued by Government to more clearly reflect the Act, and to clearly set out the consistency and alignments across Government Departments.
- Accountability and performance management arrangements with WG could better reflect the Act.
- Funding distribution doesn't necessarily support implementation of the Act, for example the short term nature of annual budgets, even when organisations have an Integrated Medium Term Plan in place. However, examples of routing funding – such as Transformation Funds – through Regional Partnership Boards, which bring a system wide focus on services, better reflect the spirit of the Act and should be considered more broadly.



5. Any other barriers to successful implementation of the Act (e.g. BREXIT, COVID, etc.).

BREXIT is a potential barrier with reference to:

- Healthier Wales: disrupted supply chains for medicines and PPE.
- Vibrant culture and language: restricted movement, economic issues, reduced social activities and the impact on Mental Wellbeing, tourism and NHS staff diversity.

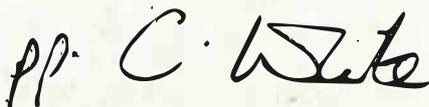
COVID is a potential barrier with reference to:

- Economic Impact and uncertainty.
- The protracted response reducing resilience and increasing vulnerability
- The protracted response increasing fatigue, contempt, unrest and negative attitudes which reduce community cohesion.
- Further disadvantaging the most vulnerable.
- Globally responsible Wales; reserving resources to serve ourselves and others doing this also.
- More equal Wales: issues of inequality in delivering medicines and PPE particularly at a national level.

6. How to ensure that the Act is implemented successfully in the future.

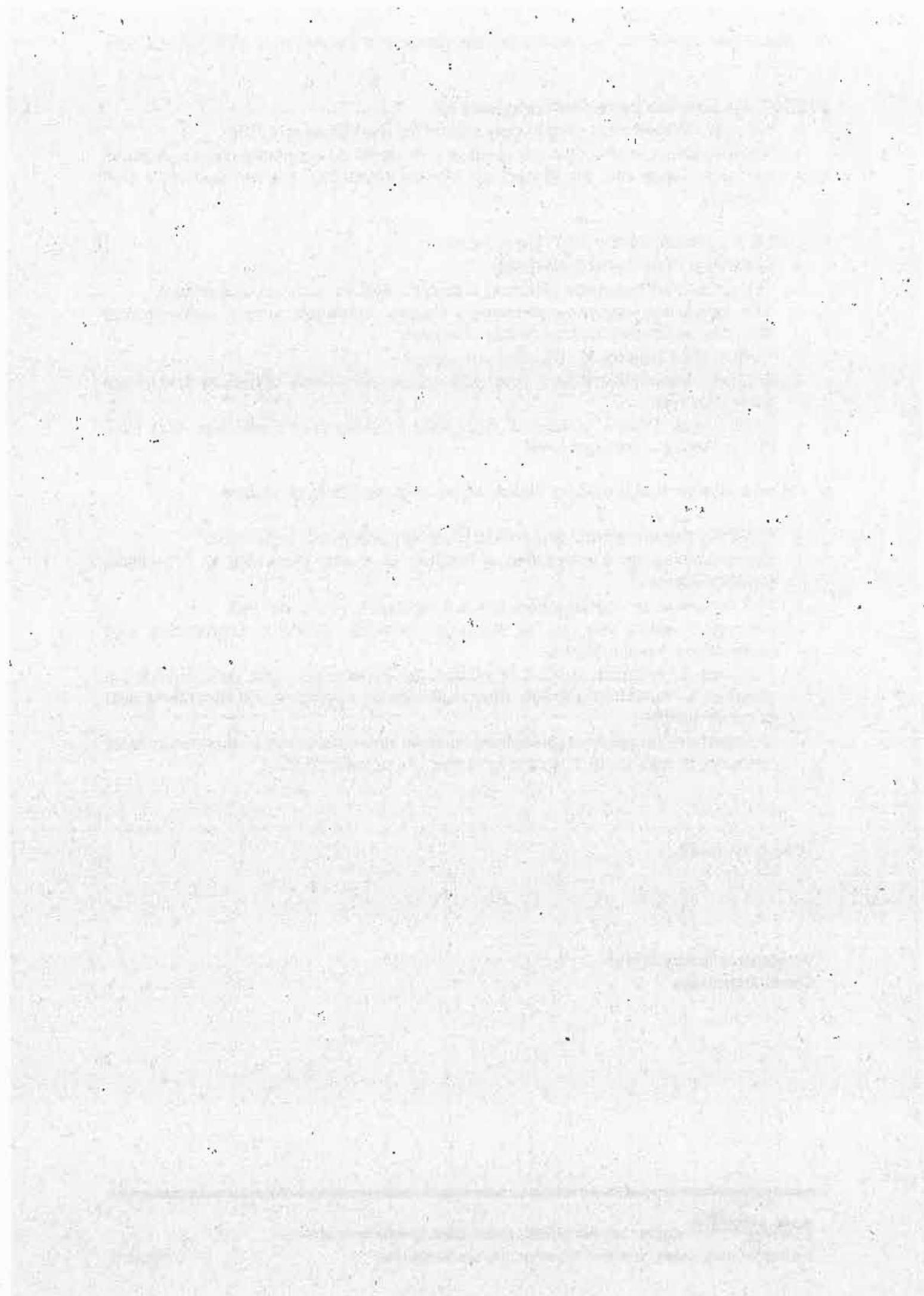
- Ensuring the Act is front and centre of all WG policy and legislation.
- Direct funding, or a proportion of funding, is clearly dedicated to supporting implementation.
- WG performance management and accountability reflect the Act.
- Education about the Act is extended through schools, universities and professional training bodies.
- Provision of practical support to embed the knowledge, skills and experience required to implement the Act, this could include support in the short term with capacity building.
- Broaden the range of organisations to drive implementation and receive direct resource to support this beyond only that of Local Authorities.

Yours sincerely



Professor Tracy Myhill
Chief Executive





PWYLLGOR CYFRIFON CYHOEDDUS SENEDD CYMRU

Rhwystrau rhag gweithredu Deddf Llesiant Cenedlaethau'r Dyfodol (Cymru) 2015 yn llwyddiannus

Ymateb i'r ymgynghoriad gan Gyngor Sir Ceredigion

Cefndir

Ym mis Mai 2020, cyhoeddodd Archwilydd Cyffredinol Cymru a Chomisiynydd Cenedlaethau'r Dyfodol eu hadroddiadau statudol fel sy'n ofynnol gan Ddeddf Llesiant Cenedlaethau'r Dyfodol (Cymru) 2015 ("y Ddeddf"). Mae'r adroddiadau'n crynhoi'r gwaith y maent wedi ei gyflawni o dan y Ddeddf rhwng mis Mai 2017 a mis Mai 2020. Mae Pwyllgor Cyfrifon Cyhoeddus y Senedd yn cynnal ymchwiliad i'r adroddiadau hyn.

1. Ymwybyddiaeth a dealltwriaeth o'r Ddeddf a'i goblygiadau.

Yn gyffredinol, teimlir bod gan Gyrrff Cyhoeddus ymwybyddiaeth a dealltwriaeth dda o'r Ddeddf a'i goblygiadau. Fodd bynnag, teimlir nad yw ymwybyddiaeth a dealltwriaeth y cyhoedd o'r Ddeddf gystal. Mae Cyngor Sir Ceredigion wedi cynnal nifer o weithdai a sesiynau hyfforddi i Aelodau Etholedig a staff ynglŷn â gofynion y Ddeddf a'r hyn y mae'n ei olygu yn ymarferol. Sefydlwyd gweithgor corfforaethol, ac mae'r holl ddulliau cynllunio busnes, adrodd a gwneud penderfyniadau wedi'u strwythuro o amgylch yr Egwyddor Datblygiad Cynaliadwy a'r Nodau Llesiant Cenedlaethol.

2. Yr adnoddau sydd ar gael i gyrrff cyhoeddus er mwyn gweithredu'r Ddeddf a pha mor effeithiol y cawsant eu defnyddio.

Nid oes unrhyw gyllid ar gael i Gyrrff Cyhoeddus weithredu'r Ddeddf. Mae'r Cyngor felly wedi defnyddio adnoddau staff presennol i wella ymwybyddiaeth a dealltwriaeth o'r Ddeddf, fel yr amlinellir uchod, ynghyd â defnyddio dogfennau canllaw ac enghreifftiau o'r arferion gorau a gyhoeddwyd gan Lywodraeth Cymru a Chomisiynydd Cenedlaethau'r Dyfodol.

3. Cymorth a ddarperir i gyrrff cyhoeddus gan Gomisiynydd Cenedlaethau'r Dyfodol.

Mae'r holl gymorth a ddarparwyd gan Gomisiynydd Cenedlaethau'r Dyfodol hyd yn hyn wedi cael ei groesawu, er bod rhai o'r deunyddiau a gynhyrchwyd yn ddiweddar wedi bod yn anodd eu deall. Mae gwrthdaro rhwng elfen orfodi rôl y Comisiynydd a'r elfen gymorth, cyngor ac ymgysylltu, ac efallai y byddai'n well gwahanu'r rhain yn y dyfodol. Byddem yn croesawu rôl fentora 'gweithio gyda'n gilydd' wrth symud ymlaen.

4. Rôl arwain Llywodraeth Cymru.

Teimlir bod adrannau Llywodraeth Cymru yn parhau i weithio mewn seilos ac mae angen i hyn wella'n sylweddol cyn y gellir ymgorffori'r Ddeddf ar draws y Gwasanaeth Cyhoeddus. Nid yw'r natur adrannol/seilo yn ogystal â chyfnod byr grantiau Llywodraeth Cymru yn darparu tirlun effeithiol ar gyfer dulliau arloesol o wneud gwaith ataliol tymor hir. Mae diffyg integreiddio prosesau a deddfwriaethau gan Lywodraeth Cymru yn effeithio ar ein gallu i gynllunio ar gyfer y tymor hir.

5. Unrhyw rwystrau eraill rhag gweithredu'r Ddeddf yn llwyddiannus (e.e. Brexit, COVID, ac ati).

Mae cylchoedd cyllidebau blynyddol, cylchoedd etholiadol, pwysau oherwydd llymder a newidiadau i wasanaethau cyhoeddus yn ei gwneud yn anodd meddwl yn y tymor hir. Mae'n anodd bod â'r capasiti i arloesi pan rydym yn rheoli galw cynyddol. Yn ogystal, nid yw'r modd y caiff llwyddiant ei fesur yn ddefnyddiol - mae hyn yn canolbwyntio ar allbynnau tymor byr yn bennaf yn hytrach na chanlyniadau tymor hwy ac atal problemau. Mae gofynion Mesur Llywodraeth Leol (Cymru) 2009 yn tynnu sylw. Sut allwn ni weithredu gan ganolbwyntio ar y tymor hir pan mae'n ofynnol i ni adrodd yn flynyddol er mwyn dangos gwelliant mesuradwy? (Gobeithio y bydd y Bil Llywodraeth Leol yn egluro ac yn gwella'r sefyllfa). Mae'n heriol sicrhau'r cydbwysedd rhwng atebolrwydd am gyflawni'r Ddeddf a chaniatáu lle i gyflawni'r newidiadau sydd eu hangen i'w weithredu. Yn ogystal â'r rhwystrau a nodir uchod, mae'r pandemig presennol yn golygu y bydd mwy o bwysau'n cael eu rhoi ar adnoddau sydd eisoes yn brin iawn. Mae rhai camau gweithredu mewnol i wneud cynnydd pellach o ran integreiddio'r Ddeddf i mewn i arferion beunyddiol a gynlluniwyd ar gyfer eleni wedi'u hatal oherwydd bod staff wedi cael eu hadleoli yn sgil yr argyfwng Covid.

6. Sut i sicrhau y gweithredir y Ddeddf yn llwyddiannus yn y dyfodol.

Mae cyllid hirdymor ar gyfer cyrff cyhoeddus a Byrddau Gwasanaethau Cyhoeddus ynghyd ag arweinyddiaeth Llywodraeth Cymru yn hanfodol er mwyn sicrhau llwyddiant y Ddeddf. Mae'r tirlun gweithredu yn gymhleth iawn, felly mae angen gwelliannau i lywodraethu a seilwaith. Mae angen i'r modd y caiff llwyddiant ei fesur newid o ganlyniadau tymor byr i ganlyniadau tymor hwy ac atal problemau. Mae angen i gyfathrebu o amgylch y Ddeddf wella hefyd er mwyn helpu gyda'r newid ymddygiad sydd ei angen cyn y gall y Ddeddf lwyddo i gyflawni ei ddyheadau hirdymor.

WELSH PARLIAMENT PUBLIC ACCOUNTS COMMITTEE

Barriers to the successful implementation of the Well-Being of Future Generations (Wales) Act 2015

Consultation response from Ceredigion County Council

Background

In May 2020, the Auditor General for Wales and the Future Generations Commissioner published their statutory reports as required by the Well-being of Future Generations (Wales) Act 2015 ("the Act"). The reports summarise the work that they have carried out under the Act between May 2017 and May 2020. The Senedd's Public Accounts Committee is undertaking an inquiry into these reports.

1. Awareness and understanding of the Act and its implications.

Broadly it is felt that Public Bodies have good awareness and understanding of the Act and its implications. It is felt however that awareness and understanding of the Act with the general public is not as advanced. Ceredigion County Council has held numerous workshops and training sessions for Elected Members and staff on the requirements of the Act and what it means in practice. A corporate working group has been established and all business planning, reporting and decision making tools are structured around the Sustainable Development Principle and National Well-being Goals.

2. The resources available to public bodies to implement the Act and how effectively they have been deployed.

No funding has been made available for Public Bodies to implement the Act. The Council has therefore used existing staff resources to raise awareness and understanding of the Act, as outlined above, along with utilising guidance documents and examples of best practice published by Welsh Government and The Future Generations Commissioner.

3. Support provided to public bodies by the Future Generations Commissioner.

All the support provided by the Future Generations Commissioner to date has been welcome although some of the materials produced recently have been difficult to penetrate. There is a conflict between the enforcement element of the Commissioner's role and that of support, advice and engagement and it may be best placed for these to be separated in future. We would welcome more of a 'working together' mentoring role in moving forward.

4. The leadership role of the Welsh Government.

It is felt that Welsh Government departments are still working in silos and this needs to improve greatly before the Act can be truly embedded across the Public Service. The silo/departmental nature and short duration of Welsh Government grants don't provide an effective landscape for innovative approaches to long-term preventative work. The lack of integration of processes and legislation from Welsh Government impacts on our ability to plan for the long term.

5. Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

Annual budget cycles, electoral cycles, pressures due to austerity and changes to public services make it difficult to think long-term. It is difficult to have the capacity to innovate when we are managing increasing demand. In addition, the way success is measured is not useful – this is mainly focused on short term outputs rather than longer term outcomes and prevention of problems. The requirements of the Local Government (Wales) Measure 2009 are a distraction. How can we concentrate and act for the long-term whilst being required to report annually in order to demonstrate measurable improvement. (Hopefully the Local Government Bill will clarify and improve the situation). It is challenging to get the balance right between accountability for delivering the Act and allowing space to deliver the changes required to truly implement it. In addition to the barriers outlined above, the current pandemic will result in more pressure being put on already very scarce resources. Some internal actions to further progress the integration of the Act into day to day practices that were planned for this year have been suspended due to staff being re-deployed to work on the Covid emergency.

6. How to ensure that the Act is implemented successfully in the future.

Long-term funding for public bodies and Public Services Boards along with Welsh Government leadership are essential to ensure the success of the Act. The operating landscape is very complex therefore improvements to governance and infrastructure are needed. The way success is measured needs to shift from short term outputs to longer term outcomes and prevention of problems. Communication around the Act also needs to improve in order to assist with the wholesale behaviour change that's required before the Act can be successful in its long-term aspirations.



Dear Sir / Madam

Further to the email dated 12th October 2020 regarding consultation on Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015; Swansea PSB would like to make the following observations;

Q1. Awareness and understanding of the Act and its implications.

- 1.1. Overall, there is a good level of awareness of the Act and its implications, although this varies between and within organisations. However, more could be done by Welsh Government and the Future Generations Commissioners Office (FGCO) to make the implications and implementation of the Act less complex and more understandable and practical to implement. Our view is that there appears to be a general lack of awareness of the Act and its implications amongst the general public.
- 1.2 There are limited national communications materials, other than the Megan video, that can be used to communicate the Act within organisations and to the general public; especially when, for example, compared to the Social Services and Well-being Act 'Get in on the Act, campaign. The burden of providing training on the Act has also fallen to individual public bodies or to partnerships where there are limited funds and resources provided or available following years of austerity to provide widespread training. It would be helpful if the Welsh Government and FGCO provided training materials and resources, including training videos, as well as Impact Assessments and example/best practice templates for action in key corporate areas for change.
- 1.3 Public bodies and partnerships are not always assured that the Welsh Government, Audit Wales and FGCO necessarily understand the level of resources and other support required for public bodies to communicate and deal with the Act, its realities for change and its implications – especially when public bodies have been subjected to years of austerity, increasing demand and copious amounts of new legislation and duties to shoulder so that they no longer have the capacity or bandwidth that was once available.
- 1.4 A unified message and approach to expectations and support from Welsh Government, Audit Wales and OFGC is generally missing, nor is the expectation that the Act should be universally applied, which leads to a perception in social care, for example, that it is secondary to the Social Services and Well-being Act. A unified approach to communicating realistic expectations regarding the Act's implications and providing the necessary resources and support would be helpful.

Q2. The resources available to public bodies to implement the Act and how effectively they have been deployed.

- 2.1 With the exception of limited revenue funding to support administration of PSB's there is no additional funding made available by Welsh Government to support the work of the PSB and the delivery of the Well-Being plans. This is in stark contrast to Regional Partnership Boards (RPB) where central funding is made available to support the development and delivery of RPB work. PSB regional funding is unwieldy and equivalent funding for a co-ordinator servicing each area would have been more effective. The Well Being and Future Generation Act does not include policing as a listed public body and as such the Police have no resource to support implementation of the act.
- 2.2 Public bodies and partnerships are not always assured that the Welsh Government, Audit Wales and FGCO necessarily understand the level of resources and other support required for public bodies to communicate and deal with the Act, its realities for change and its implications – especially when public bodies have been subjected to years of austerity, increasing demand and copious amounts of new legislation and duties to shoulder so that they no longer have the capacity or bandwidth that was once available. Welsh Government and FGCO need to be more active in supporting public bodies and partnerships by providing base funding and more national guidance/ templates, training and communication materials, as well as more guidance on 'how' to implement the Act rather than just 'what' to do to implement the Act; it doesn't make sense for all public bodies and PSBs to be trying to re-invent the wheel and do the same thing in many different ways.

Q3. Support provided to public bodies by the Future Generations Commissioner.

- 3.1 The Commissioner has provided some tools and documentation to help support the improvements public bodies, such as the Future Generations Report 2020, Journey on Involvement and feedback on a Self-Reflection tool. Overall, the communication and correspondence we have received as a public body from the FGCO has been limited although we do recognise that the FGCO does have a relatively small team. Representatives from the FGCO's office have attended some PSB meetings however this is fairly sporadic in nature.
- 3.2 There also needs to be better alignment between Welsh Government, Audit Wales and FGCO advice. There needs to be a focus on practical advice for PSBs and for corporate areas for change within public bodies. Materials need to be streamlined, easily accessible, not duplicated. (There are literally dozens of Journeys – only accessible by clicking down – you can't see the overview, same with Future Generations Report). The frameworks are resource intensive and assume large budgets, which don't exist. The materials provided for public bodies and PSBs are limited and what is available can be time consuming and difficult for practitioners to navigate and identify the advice applicable to their service.

Q4. The leadership role of the Welsh Government.

- 4.1 Welsh Government representatives do attend some PSB meetings but this is not always consistent across all PSB's. We do believe that there could be a clearer leadership role undertaken by the Welsh Government in relation to the awareness and promotion of the Act. Similarly, there does appear to be a disconnect between Welsh Government and the FGCO. There also appears to be very little public references to the Act in terms of Welsh Governments work at Ministerial level during public announcements. Clear Leadership from Welsh Government is needed at present, which needs to be top down not bottom up; it is Welsh Government that sets out the frameworks that public services and PSBs must follow and in terms of setting funding terms, performance criteria, framing national procurement policy etc.

Q5. Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

- 5.1 The number of strategic partnerships, some with competing remits, is a major issue for public sector organisations within Wales. Similarly, the lack of hypothecated and core funding available to PSB's, in comparison to other strategic partnerships, has certainly reduced the effectiveness and speed of delivery of PSB Well Being plans. There is little evidence of pooled budgets to deliver Well-Being plans and as such organisations often operate independently without exploring opportunities for collaboration. Whilst the full impact of the COVID-19 pandemic is yet to be realised there is a general expectation that public sector funding will be subject to further efficiencies. This, in addition to a decade of austerity, would clearly impact on the successful implementation of the Act. We believe it to be too early to establish the impact from Brexit at the present time. The perception of the Act being just another competing policy demand when it could be the methodology to manage the competing policy demands in an more efficient way if the necessary leadership, resources, guidance, clarity and support was provided to PSBs and to public bodies by Welsh Government and FGCO. The FGCO should be supportive and enabling and should not seek to micro-manage or enforce, which is counterproductive when winning hearts and minds.

Q6. How to ensure that the Act is implemented successfully in the future.

- 6.1 In order to ensure that the Act is implemented successfully in the future and to progress the good work of the PSBs it is crucial that core funding is made available. Access to available funding streams will enable for the pooling of knowledge and resources by working collaboratively across partner organisations to the benefit of our local communities and future generations, together with the ability to adopt 'one-off' financial support to ensure some initiatives get off the ground as part of embedding long terms goals for shaping and sustaining communities of the future. There needs to be joined-up working and clear unified messaging from Welsh Government, Audit Wales and OFGC. There needs to be a principles-led light touch approach with guidance, resources and support offered as a platform to build upon. Root messaging around the Act needs to be based on pragmatic, realistic and practical approaches and low resource solutions, which change culture over time. The aim should be to streamline and not complicate, offering a clear pathway forward that simplifies and does not muddle, complicate or confuse.

I hope the above comments are of assistance.

Kind Regards

Swansea PSB

Bridgend PSB response to the consultation on Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015 – enquiry by the Public Accounts Committee.

1 Awareness and understanding of the Act and its implications.

1.1 The awareness and understanding across Public Services Board (PSB) members is good. Our annual report for 19-20 highlights activities against the sustainability principle and five ways of working. The PSB development work shop in December and joint conference with Cwm Taf PSB and Cwm Taf Morgannwg Regional Partnership Board (RPB) considered respective roles in relation to the Act and reflected on emerging issues and how they would influence our working. The PSB development workshop wanted to see more working with front line staff across organisations.

2 The resources available to public bodies to implement the Act and how effectively they have been deployed.

2.1 The support for administering the PSB and the four sub groups is provided by Bridgend County Borough Council.

2.2 The funding from WG for the PSB has been used in previous years to support community engagement, research and the preparation and publication of the annual report and has been essential for the PSB in taking forward its priorities and informing citizens and partners about the PSB work. While it was understood Welsh Government (WG) had to divert funding to tackle Covid 19 the lack of WG funding for 2020 to 2021 was disappointing.

2.3 Natural Resources Wales have provided PSBs with funding to support their activity this year and for a further 4 years which will enable the PSB Assets sub board to progress delivery of the Wellbeing Plan priority – Healthy Choices in a Healthy Environment.

2.4 Other WG grants are used to support work of the Community Safety Partnership for anti-social behaviour and through regional partnerships for delivery on domestic violence and substance misuse agendas.

2.5 With these limited resources, the PSB has focused on promoting joint work across partners and has developed excellent working relationships. We have tried to avoid becoming a composite of existing joint work across the extensive partnership landscape, but to add value through bringing partners together around an emerging issue.

3 Support provided to public bodies by the Future Generations Commissioner.

3.1 The commissioners' office has provided many useful resources and contacts in journey checkers and simple solutions. Events and conferences have also been a way of sharing experiences and ideas across Wales. Their specific feedback from needs assessment and wellbeing plan were welcomed.

4 The leadership role of the Welsh Government.

4.1 Welsh Government support national coordination of the delivery of the wellbeing plans. Locally our WG representative has been really helpful in providing a link to national focus. As set out here, the PSB would like to focus its activity to a smaller number of areas and WG should support this local approach. The review of partnerships found that local approaches and structures are necessary to reflect local priorities

5 Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

5.1 The breadth of the wellbeing plan is important in engaging partners in the wider impacts on wellbeing and PSB's are encouraged in this but the PSB and RPB/PSB workshops highlighted need to focus on a smaller number of things to really achieve the benefits we want to see from the implementation of the Act.

5.2 The PSB development workshop and PSB RPB event found a wish to focus more on Climate Change and also Brexit. Whilst uncertainty remains around Brexit, PSBs and public bodies would need to be agile to respond. PSB also wanted to look at vulnerability in our communities that has a cross cutting impact on the ability to achieve objectives in many areas e.g. ACE's community safety, poverty, health and wellbeing.

5.3 In looking at the long term outcomes for our wellbeing plan the PSB didn't believe that Covid changed those priorities but agreed to use the community impact assessment to direct how the PSB works on those priorities.

6 How to ensure that the Act is implemented successfully in the future.

6.1 Our development workshop found that there was no appetite for a change in structure or sub boards but the PSB should focus on

- Engagement with citizens both about the PSB activity so that citizens see the changes made and also engagement with citizens on topic areas to raise awareness and promote behaviour change e.g. healthy lives.
- Working between meetings and engaging front line staff to identify solutions
- Working more across sub boards
- Having a framework to measure how effective we are, evidence impact and bring clarity to long term vision

6.2 Following the national workshop on 20 March 2019 in Cardiff, Cwm Taf Morgannwg Regional Partnership Board, Bridgend Public Services Board and Cwm Taf Public Services Board decided to continue discussions regionally. 42 delegates from RPB, Bridgend PSB and Cwm Taf PSB came together in discussion groups to consider:

- What principles might underpin future practical collaboration between boards?
- What opportunities would the three boards want to work jointly on in the short term?
- What improvement to working arrangements could promote collaboration and coordination?
- What immediate actions should we take?

6.3 **Principles** – initial analysis identified principles to enable the boards to collaborate more effectively would involve

- Clarity of purpose – a single plan, shared priorities, simply articulated
- Streamlined delivery structures - one executive board, defined roles
- Keep communities at the heart –place based delivery, co-production
- Bold ambition to do it differently, challenge 'business as usual'
- Prevention focus - single assessment
- Keep asking are we adding value

6.4 **Opportunity for collaboration:** Delegates looked at eight suggested areas for further collaboration and some initial analysis highlights the following areas:

- Understanding and preventing vulnerabilities (wellbeing and isolation, early years, mental health)
- Climate change
- Health and housing/ homelessness
- Poverty

6.5 **Working arrangements** -To improve working arrangements delegates suggested:

- Rationalising delivery arrangements to reduce duplication and burden on partners
- Ensure any future body has broad membership and equality of all members
- Combining Bridgend and Cwm Taf PSBs
- Set out a strong strategic regional view in one overarching plan



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25th November 2020

FOA Assembly Public Accounts Committee,

RE: Barriers to the successful implementation of the Wellbeing of Future Generations (Wales) Act

The Marine Conservation Society (MCS) welcome opportunity to respond to your inquiry into the implementation of the Wellbeing of Future Generations Act.

MCS is the leading UK's leading marine charity. We work to ensure our seas are healthy, pollution free and protected. Our vision is for seas full of life where nature flourishes and people thrive. We have actively been working in Wales to improve the health of Welsh seas for the past 13 years.

Our primary focus for this response will be in relation to the natural environment. We have answered questions 1, 5 and 6. We have grouped questions together to form one answer, as there were many synergies between the three questions:

Questions 1) Awareness and understanding of the Act and its implications, 5) Any other barriers to successful implementation of the Act, 6) How to ensure that the Act is implemented successfully in the future.

MCS have been involved in the development of the Wellbeing of Future Generations Act from Bill stage, including when the 'National Conversation' was first spearheaded by Cynnal Cymru. We have then responded to many consultations over the years from the Commissioner's Office to help shape the implementation of indicators, priority setting, progress reports, etc.

We are deeply saddened therefore that we have been unsuccessful in nurturing any evidenced understanding of the social, economic and environmental importance of our seas and coasts to the wellbeing of people in Wales (see Annex A). A couple of examples:

- There is a very obvious gap in the National Indicators for measuring Wales' marine ecosystem health within the indicator's technical measures: The technical measure for indicator 43 'Areas of healthy ecosystems in Wales' only requires an assessment of 'terrestrial semi-natural habitat'. This means that Wales could meet our target for this indicator, and thus the overall wellbeing goal for Resilience, by having healthy land habitats, whilst completely failing to protect our seas.
- In various consultations, such as the draft report to Public Bodies (March 2020), there has been no considerations given to how our seas around Wales could be better managed by Public Bodies (such as through improving fisheries and protected area management), despite detailed considerations being provided for land management.



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We have repeatedly highlighted to the Commissioner's Office that **the Welsh sea area managed by the Welsh Government is a third bigger than the land area that it manages**, and has huge potential for socio-economic and environmental recovery (see Annex A for details). 60% of people living in Wales also live or work on the coast. Our rainwater, drinking water, weather, climate, coastlines, much of our food, and even the oxygen in the air we breathe, are all ultimately provided and regulated by the sea¹. Yet, chronic funding limitations and a lack of leadership from Local Authority right up to National Government level, has meant that our seas and coasts around Wales, are not in good shape. For example:

- Recent evidence suggests that marine ecosystems are not fully resilient and that there is a lack of confidence in the conservation status of many protected habitats and species².
- Wales is failing in 11 of 14 indicators of Good Environmental Status (GES), a requirement of the EU Marine Strategy Framework Directive³. The target for achieving GES was 2020, which Wales, as part of the UK, has now missed.
- Wales, as part of the UK, is struggling to meet targets for the [UN Sustainable Development Goal 14 'Life Below Water'](#), particularly with regards to reducing marine pollution and ending overfishing.

Given that Wales has recently missed several national and international marine targets, it is critical that future implementation of the Act **must recognise the importance of our marine environment in Wales**, if Wales is to be a world leader in sustainability, and enhance our seas for future generations. Recovered seas bring about, not just environmental, but also economic and social benefits to local communities (see Annex A). There is a wealth of resources within our seas, but a lack of resource and historic mis-management have resulted in a degraded environment that cannot support human wellbeing to its full potential.

Looking ahead to the 6th Assembly, there is much to be done in implementing the Act, to recognise the important natural, social and economic resources that Welsh coasts and seas provide, starting with an improvement in the way we measure Wales' resilience, right through to the advice for public bodies and PSBs, particularly those with a coastal remit. **Prioritising the protection and management of our seas is critical if we are to become a healthy, resilient and globally responsible Wales.**

We hope you find our feedback helpful and you would like to discuss any of our points in further detail, please do not hesitate to get in touch.

Yours Sincerely,

C. Trotman

Clare Trotman, Policy and Advocacy Manager

Gill Bell

Gill Bell, Head of Conservation, Wales

¹ UN Sustainable Development Goal 14, 'Life Below Water': <https://www.un.org/sustainabledevelopment/oceans/>

² Indicative Feature Condition Assessments for European Marine Sites, Natural Resources Wales, 2018: <https://naturalresources.wales/guidance-and-advice/environmental-topics/wildlife-and-biodiversity/find-protected-areas-of-land-and-seas/indicative-feature-condition-assessments-for-european-marine-sites-ems/?lang=en>

³ Good Environmental Status is a requirement of the EU Marine Strategy Framework Directive, 2008: <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32008L0056>



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Annex A

The marine environment provides a wealth of benefits supporting the well-being of coastal communities and wider society. These include, but are not limited to:

- a range 'ecosystem services' such as sequestering carbon, recycling nutrients and mitigating coastal erosion. A recent NRW report (July 2020)⁴ highlighted that at least 113 Million tonnes of carbon are already stored in Welsh marine habitats; this equates to almost 10 years' worth of Welsh carbon emissions. It furthermore represents over 170 % of the carbon held in Welsh forests.
- food from fish and shellfish, and renewable energy from wind, waves and tide. Fisheries in Wales are thought to contribute over £20.8 million to the Welsh economy annually⁵.
- jobs for local communities relating to, for example, fisheries, aquaculture, renewable energy, tourism and recreation⁶. In 2018 holiday visitors brought £6.3bn to the Welsh economy⁷.

⁴ Armstrong, S., Hull, S., Pearson, Z., Wilson, R. and Kay, S., 2020. [Estimating the Carbon Sink Potential of the Welsh Marine Environment](#). NRW, Cardiff, 74p

⁵ Welsh Government consultation: Brexit and our Seas, 2019: <https://gov.wales/sites/default/files/consultations/2019-05/marine-and-fisheries-policies-for-wales-after-brexit-consultation-document.pdf>

⁶ Welsh Marine Evidence Strategy, 2019-2025: https://gov.wales/sites/default/files/publications/2019-09/welsh-marine-evidence-strategy_0.pdf

⁷ Welsh Government, Priorities for the Visitor Economy, 2020-2025: <https://businesswales.gov.wales/tourism/welcome-wales-priorities-visitor-economy-2020-2025>

Solva Care - speaking from experience

Solva Care is a successful community project, delivering social care to those in need in our community. We are now in our fifth year and have extended and developed our work. We will be the first local community based project in Wales and the UK that will integrate domiciliary services with a voluntary service, extend into preventative work to promote well being and self help and delay early dependency on services. We are also developing a network with statutory and non statutory agencies to share service delivery and benefit from the learning to come out of the project. At a community level, it will enable us to increase the number of service users with whom we work. Joint working will be increased and we will be able to offer a fuller, more integrated holistic service and improved continuity of care. We have also developed a toolkit aimed at supporting and encouraging other small rural communities seeking to set up their own community based care delivery system and, incidentally, to secure a sustainable future.

In exploring this new model of service delivery we are able to benefit directly from both local knowledge and expertise and from the expertise of those who have joined our community, bringing knowledge and experience of other systems. Our small business list is supporting local people in their efforts to create successful enterprises, as will the Direct Payments pooling scheme we are developing as a means of helping people to have more say in their own care. We are also working to take further the signposting/Information hub which our Pilot Phase Co-ordinator has initiated in response to local need and will also make progress in supporting local people working as privately employed carers in gaining training and qualifications through Pembrokeshire College. We have a weekly drop in session in our local surgery and work closely with them to support those in need.

We speak from experience of working in a rural community which is seeking sustainability against a background of cuts to services and increasing financial constraints. Rural communities across the country are in need- there is no easy access to services or to experts, often there are no focus points.

The Current situation

The promise of the Future Generations Act has not yet been realised, for a variety of reasons, some of which are covered below. There is an urgent need to recognise the key role of the local community in improving well being. Sustainable healthy thriving communities lead to similar communities at regional and National level. There is unlikely to be any change unless we are able to learn from what we know and from what the Corona Virus crisis has taught us.

We do not need, yet again, to define the problems. They are well known and well documented and have been brought into high relief by Covid. We need to focus on solutions and to have more clarity about meeting individual need. If we have learned anything in the past months, it is that the words and phrases we need to remember are

Community, flexibility, responsiveness, working together, bottom up not top down, can do,

We need to stop rehearsing problems and start sorting solutions.

As the virus spread, local communities formed their groups, outside formal public bodies. Priorities - Food, Prescriptions, medicines, were established locally, immediately. They met local individual need, they were not just 'nice' - they were essential. They proved that a practical and light touch, an enabling approach, gives better results than a fixed response approach. Those receiving help can also give help and many of them want to - it makes them feel part of the community again and it keeps the community

sustainable. The volunteers were there ready, when, at the start, public staff were not on duty and phones were not answered.

Small scale is key. Local is key. Getting bigger is not the answer. More problems occur when you get too big and spread too far. Local volunteers know their community, they are not a temporary solution to the 'covid problem' they can be an on going means of giving communities some confidence in their own ability to solve their own problems. To accept and meet need, not to assess and prioritise it. Local community groups are bottom up, not top down and can react flexibly to meeting need. They should be the ones to set goals, define objectives, work to reach targets at their own local level.

Such groups do need a structure, volunteers need to be managed, people lose heart, drop out and need training and support. Leadership is needed but again this is best done locally, rigid rules don't help, rather the contrary. Over time, trust develops. Doing the right thing becomes easier on a local basis. There is, or can be, a shared identity, shared community sense. The community voice, made up of a mixture of religions, activities, gender, age, race, culture, arrives at a shared vision. Volunteers spread the workload and flexible working helped increase the numbers of volunteers life skills and professional skills being equally valuable in this work. We are currently looking at ways of recruiting more men and more young people.

In some areas, the Local Authority might be seen as 'taking over' after the event, listing groups, using the 'should and must' culture. The talk comes to be about risk assessments and Insurance, slowing things down, getting back to 'normal'. Other Local Authorities saw what was happening and some offered support –helped groups to connect, signposting to groups offering help, and helping with admin, clerical, IT, mobile phones leaflets and posters .

The development of community groups means that Councils can learn where at risk groups and people are, what they need and how best to work with local Community Groups to meet the need. They also learn which Community Councils are operative and which are not. Some funding is needed – both immediate short term and longer term and decisions taken as to how best it should be allocated.

IT came into its own with Zoom and Teams but many especially the elderly are not on line and tend to use the telephone or face to face. There is a need for help and support to enable these people to become familiar with IT. Zoom has brought more people in and has made them more aware of public bodies and how they work and think.

The FGA

The Future Generations Act focuses on engaging people in a consultative capacity but in effect, many Authorities , beset by multiple problems, simply go through the motions, so there is no real change, no focus on building on the needs of communities, delivering in best possible way to meet those needs, working together to meet them. There is no local strategy, nor any real national strategy, apart from the Act, and there is no Minister or member with responsibility to drive it . The Act requires consultation, but consultation has a bad name, people have lost faith in it – the Act is perceived as another example of top down policy making instead of a means of promoting the role of community and of community organisations in delivering services.

The Act leaves action largely at the discretion of public bodies which allows for local innovation and flexibility, but also allows for public bodies to go through the motions without realising real change. Public Services Boards in particular seem to have little to do with local communities, they do not seem to report to them nor do they request evidence from them. A closer working relationship might be of advantage to both.

Not many local communities are aware of the Act and its implications. Those who are aware of it tend to be more policy-focused, know how it works and its implications but also tend not to go beyond doing what they must do. Smaller community groups complain about relationships being characterised by poor communication, lack of trust, risk aversion, silo working and – in some cases – professional bias; the Act hasn't changed the attitude of public bodies. Working practices stay the same. There seems to have been little real attempt to 'make it work' The National Wellbeing Indicators and National Survey, and a recent review of the Acts sustainable development principles by Audit Wales would bear this impression out.

However, one would hope that some public bodies worked positively with community groups to help out. That they refrained from an overly authoritarian approach and worked to support and encourage the groups in their efforts. The role of the County and Community Councillor must also be important in this, since they can be a conduit for smaller community groups, to enable access to other services and organisations.

If communities are to be truly sustainable, then decisions made now will not put the future in jeopardy. Councils and groups in the future will need to make decisions and will be greatly helped if as many options as possible are open to them. We need to look to the future and keep it open, when taking decisions in the present.

FGA Act report 2020

The report published in 2020 refers consistently to 'public bodies' as being the authority which should be bringing about change. It lists 7 sectors where these Public Bodies should be working together to 'make things better'. The working together requirement is critical since actions in one sector have repercussions in the others. Silo working does not, in fact, work. The goals are listed and set out in coloured blocks – Public bodies have a legal obligation to reach the goals, they need to integrate their work and take no action which has only a single outcome./impact but there is little evidence of this in practice.

The Report lists the top 20 Policy recommendations and the top 20 Process recommendations and comments that there is a lack of integration between goals and objectives pointing out that the goals should be the starting point from which the objectives should be developed, not as often happens, objectives being agreed and goals made to fit them.

The top down one size fits all approach does not lead to positive, real change. Currently we are perpetuating inequalities not removing them and this has been made more evident during the Covid crisis. Poverty, isolation, homelessness, abuse, mental illness, loss of employment, failure of the small business, etc etc all brought into sharp focus. We need to concentrate on building assets within communities and empowering people to provide support rather than relying on statutory public bodies to implement National policies which are meant to cover all possible situations everywhere and which in fact rarely cover even the basics.

So, what should we do?

Promote the Act and what it is trying to do, publicise it

Implementing the Act is more likely if we involve local people and communities – ask them to make it happen.

We need to promote the role of community-based organisations and improve public body understanding of the community sector. It should be properly resourced.

Develop a means of measuring well being of communities and use it to support communities to change.

Fund a communities policy, put someone in charge

Research how public bodies and councils work and how they relate to each other and how they relate to community groups

Work with WLGA and other groups to celebrate and recommend good practice on working together to build strong communities.

Solva Care - we are evidence that the community based bottom up approach can work and that it can be developed to cover all aspects of community well being.

We are currently working on several projects designed to encourage and support other communities concerned about their sustainability and about the welfare of the people who live there.

We are working with Cardiganshire to support a community setting up their own version of Solva Care, using our toolkit as a guidebook.

We are also working with members of the third sector in Pembrokeshire to identify and support four communities to set up their versions of Solva Care, again using the toolkit as a guidebook and we will be mentoring these groups in Cardiganshire and in our home county.

Working with the County Council, the LHB, PAVS and Planed, we have formed a group aimed at effecting real change in the County. Together for Change is looking to make real the changes which we all feel must be made to facilitate and support people working at ground level delivering on a community basis, meeting the needs of individuals in the community to deliver an integrated holistic whole community response.

Mollie Roach

Chair

Cytûn – Eglwysi ynghyd yng Nghymru

Ymateb Swyddog Polisi Cytûn i ymgynghoriad y Pwyllgor Cyfrifon Cyhoeddus: Rhwystrau i weithredu Deddf Llesiant Cenedlaethau'r Dyfodol (Cymru) 2015 yn llwyddiannus

0.1 Cytûn yw corff cynrychioliadol y prif enwadau Cristnogol yng Nghymru, sydd â phresenoldeb ymhob cymuned ledled y wlad, ynghyd â nifer o fudiadau Cristnogol eraill sy'n gweithredu yng Nghymru. Ceir rhestr aelodaeth lawn yma:

<https://www.cytun.co.uk/hafan/pwy-ydym-ni/>

0.2 Cyflwynir yr ymateb hwn gan Swyddog Polisi Cytûn, y Parch. Gethin Rhys, ar sail ei waith gyda'r eglwysi ac fel Prif Gynrychiolydd ar gyfer Crefydd ar Gyngor Partneriaeth y Trydydd Sector. Oherwydd cyfyngiadau amser, ni fu modd ymgynghori'n llawn â holl aelodau Cytûn am gynnwys yr ymateb, ac felly ymateb personol yw hwn.

0.3 Seilir rhai atebion ar bapur a gomisiynwyd gan Lywodraeth Cymru ac a gyd-ysgrifennwyd gan Gethin ac eraill o fewn y trydydd sector yng Nghymru, ac a gyhoeddwyd yn fuan ar ôl cyhoeddi adroddiadau 2020 Comisiynydd Cenedlaethau'r Dyfodol a Swyddfa Archwilio Cymru ar weithredu'r Ddeddf. Gellir gweld y papur llawn yma: <http://wcva.cymru/wp-content/uploads/2020/06/Ymateb-i-argyfwng-yr-hinsawdd.pdf>

1. Ymwybyddiaeth a dealltwriaeth o'r Ddeddf a'i goblygiadau.

1.1 Y tu allan i Gymru mae'r Ddeddf wedi denu sylw a chanmoliaeth uchel. Rydw i wedi derbyn ymholiadau gan eglwysi yn yr Alban, Lloegr, Gogledd a Gweriniaeth Iwerddon a Chanada i wybod a deall mwy am y Ddeddf. Yn achos yr Alban, mae eglwysi yno yn ystyried gofyn i bleidiau gwleidyddol yno gynnwys ymrwymiad i ddeddf debyg yn eu maniffestos ar gyfer etholiad 2021.

1.2 O fewn Cymru, mae ymwybyddiaeth yn fylchog. Mae rhai eglwysi a mudiadau sifil eraill yn ymwybodol iawn o'r Ddeddf ac yn awyddus i weld ei ffrwyth ym mywydau pob dydd y bobl maent yn gweithio â nhw. Mae eraill yn niwlog iawn eu dealltwriaeth, neu heb glywed amdani o gwbl. Mae gwendid cyfryngau torfol cynhenid Gymreig yn cyfrannu at hyn – er bod sylwedd y cyhoeddusrwydd a roddwyd iddi eleni yng nghylchgrawn y *Big Issue* gyda'i gylchrediad eang ymhlith aelodau eglwysi yng Nghymru a gweddill y DU yn sicr wedi helpu codi ymwybyddiaeth.

2. Yr adnoddau sydd ar gael i gyrrff cyhoeddus roi'r Ddeddf ar waith a pha mor effeithiol y maent wedi cael eu defnyddio.

2.1 Un gamddealltwriaeth gyffredin ynghylch y Ddeddf yw ei bod yn faich arall ar adnoddau prin cyrff cyhoeddus yng Nghymru – i'w hychwanegu at ddyletswyddau o ran cydraddoldeb a hawliau dynol, yr iaith Gymraeg, safonau amgylcheddol, ayb. Credaf ei bod yn bwysig cyfleu wrth gyrrff cyhoeddus fod y "pum dull o weithio" a fandadir gan y Ddeddf yn ddull amgen o weithio – nid yn ddulliau ychwanegol o weithio ar ben y ffyrdd arferol. Wrth lunio polisiau a'u gweithredu mewn modd hirdymor, ataliol, integreiddiedig, cydweithiol a chynhwysol fe ddylid dros amser gallu arbed arian ac adnoddau, yn hytrach na gorfod gofyn am fwy. Bydd meddwl am yr hirdymor wrth lunio polisi a'i weithredu yn arbed gwario adnoddau prin ar ddadwneud canlyniadau annisgwyl; bydd atal problemau rhag codi yn sicr yn arbed adnoddau; bydd integreiddio yn sicrhau nad yw polisiau yn gwrthweithio ac yn

tanseilio ei gilydd; bydd cydweithio yn rhoi cyfle i ragweld anawsterau a dod o hyd i bartneriaid ar y cyfle cyntaf er mwyn gweithredu'n fwy effeithlon; a bydd bod yn gynhwysol o'r cychwyn yn arbed gwario adnoddau yn nes ymlaen ar geisio cyrraedd grwpiau sydd wedi eu tangynrychioli neu cyflwyno gwedd ddwyieithog i raglen a ddyfeisiwyd yn y Saesneg yn unig.

2.2 Cefais y cyfle o fod ynglŷn â chyfres o dri gweithdy a ddyfeisiwyd gan nifer o fudiadau trydydd sector ar y cyd â'r gwasanaeth sifil yn gynnar yn 2018. Cyhoeddwyd adroddiad amdanynt, yn dwyn yr enw *Pawb gyda'i gilydd!*, yn Nhachwedd 2018

[https://www.wwf.org.uk/sites/default/files/2018-11/WFG%20Workshops%20Report%20FINAL%2035951 Welsh WEB.pdf](https://www.wwf.org.uk/sites/default/files/2018-11/WFG%20Workshops%20Report%20FINAL%2035951%20Welsh%20WEB.pdf) Fe ddangosodd y gweithdai hyn werth dull cydweithiol o ystyried y Ddeddf a'i phosibiliadau.

3. Y cymorth y mae Comisiynydd Cenedlaethau'r Dyfodol yn ei roi i gyrff cyhoeddus.

3.1 Yn naturiol, nid oes gen i brofiad uniongyrchol o drafodaethau sydd, yn eu hanfod, yn breifat. Roedd yn siomedig mai un aelod o staff y Comisiynydd yn unig fynychodd y gweithdai *Pawb gyda'i gilydd!* yn 2018 (gweler Cn 2), yn enwedig gan fod yr Ysgrifennydd Parhaol a lluo uwch-swyddogion Llywodraeth Cymru wedi mynychu, a roedd yn gyfle euraidd i ddylanwadu ar y gwasanaeth sifil cyfan.

3.2 Roedd penderfyniad cynnar y Comisiynydd i ddileu [Comisiwn Newid Hinsawdd Cymru](#) yn hynod siomedig, ac wedi tynnu llais benodol Gymreig o drafodaeth bwysicaf ein hoes, a ffynhonnell bwysig o gefnogaeth I gyrff cyhoeddus. Mae ein papur, [Ymateb I argyfwng yr hinsawdd](#), yn argymhell ail-sefydlu'r corff hwn.

4. Rôl arweinyddiaeth Llywodraeth Cymru.

4.1 Mae rôl bwysig iawn gan Lywodraeth Cymru wrth hybu'r Ddeddf a'i gweithredu. Mae hyn i'w weld yn dameidiog ar hyn o bryd. Mae yna rai enghreifftiau gloyw o geisio gweu'r nodau llesiant ac (yn llai aml) y dulliau o weithio drwy feysydd polisi yn gyfan.

4.2 Gwelir hynny, er enghraifft ym [Mholisi Cynllunio Cymru](#) a gyhoeddwyd yn Rhagfyr 2018. Ysywaeth, nid yw'r un gwriad i'w weld yng [Nghynllun Cenedlaethol drafft 2040](#) er gwaetha'r addewidion yn y tudalennau cyntaf. Yn benodol, fe gymerir yn ganiataol trwy'r ddogfen – fel mewn llawer o ddogfennau eraill Llywodraeth Cymru – fod twf economaidd yn fendith ddigymysg, yn hytrach na mesur amcan o'r fath yn erbyn y nodau llesiant. Nid yw'r Cynllun chwaith yn cynnwys llawer o arwyddion fod y pum ffordd o weithio wedi dylanwadu'n fawr ar ei lunio nac y bwriedir iddynt ddylanwadu ar y gweithredu. Mae Cynlluniau Datblygu Lleol yn dangos llai fyth o ymwybyddiaeth o'r Ddeddf a'i hoblygiadau pellgyrhaeddol. Mae cyhoeddi'r Polisi Cynllunio Cymru newydd ar ôl llunio'r rhan fwyaf o Gynlluniau Datblygu Lleol yn dangos diffyg gweithio integreiddiedig, hirdymor ac ataliol, gan leihau ei ddylanwad yn sylweddol.

4.3 Gwelir patrwm tebyg yn Strategaeth Ryngwladol Llywodraeth Cymru. Bûm yn rhan o'r broses ymgynghori o gylch y strategaeth hon, a mynychais sawl cyfarfod dan nawdd Ganolfan Materion Rhyngwladol Cymru a Chyngor Partneriaeth y Trydydd Sector gyda swyddogion a chyda'r Gweinidog ar y pryd, Eluned Morgan AS. Yn y [Strategaeth](#) a gyhoeddwyd yn Chwefror 2020, gwelwyd llawer o bwyslais ar y nodau llesiant, ac roedd y ddogfen derfynol yn wahanol iawn i'r ddrafft gyntaf a welsom, gan ddangos fod dull cydweithiol wedi ei fabwysiadu wrth ei llunio. Serch hynny, roedd yna wendid sylfaenol ym mhennod 3 y strategaeth ([Dyma Gymru: Cynhyrchion](#)) lle cyfeirir dim ond unwaith at y

Ddeddf, ac unwaith eto fe gymerir yn ganiataol fod twf economaidd a thwf masnach ryngwladol yn rhywbeth da ynddynt eu hunain, heb ystyried eu heffaith ar yr holl nodau llesiant. Mae dau o'r sectorau economaidd yr awgrymir eu hybu yn benodol (seiber-ddiogelwch a lled-ddargludyddion cyfansawdd) yn gysylltiedig â'r fasnach arfau (ymysg pethau eraill), ond ni cheir yn y strategaeth unrhyw bwysu a mesur ar effaith hybu'r sectorau hyn ar genedlaethau'r dyfodol yng Nghymru nac ar Gymru fel gwlad sy'n gyfrifol yn fyd-eang.

4.4 Mae'n galonogol, ar y llaw arall, i Gymru ymuno â [Rhwydwaith Llywodraethau'r Economi Llesiant](#), a byddwn yn gobeithio y byddai arwyddocâd hyn yn teilyngu mwy o sylw yn natganiadau a chynlluniau gweithredu'r Llywodraeth nag un cyfeiriad byr ar dud. 15 un o'r [Cynlluniau Gweithredu](#) ar gyfer y Strategaeth Ryngwladol a gyhoeddwyd yn ddiweddar. Mae hyn yn darlunio mai anghyson yw perthnasedd y cynlluniau gweithredu i'r Ddeddf a, hyd y gwn i, bach iawn o gydweithredu fu gyda chymdeithas sifil wrth eu llunio, gan gollu peth o'r momentwm ac ewylllys da a grëwyd adeg llunio'r Strategaeth.

4.5 Yn fwy cyffredinol, mae'r Ddeddf yn dioddef gan yr hyn mae'r Comisiynydd yn ei alw yn 'fylchau wrth weithredu' y Ddeddf, ac fe geir sawl enghraifft o'r rhain yn Adroddiad y Comisiynydd. Byddwn yn nodi fod hyn yn agwedd o arddull Llywodraeth Cymru parthed deddfau uchelgeisiol eraill hefyd, megis Deddf yr Amgylchedd a'r Ddeddf Gwasanaethau Cymdeithasol a Llesiant. Mae yna gwestiynau ynghylch addasrwydd deddfu ar sail nodi uchelgeisiau yn hytrach nag ar sail camau diriaethol sy'n mynd tu hwnt i'r Ddeddf hon. Byddwn yn argymhell darlith Dr Sarah Nason, Cyfiawnder Gweinyddol Cymreig: Hawliau, Dyletswyddau, a Goblygiadau i'r Gwasanaethau Cyfreithiol a draddodwyd yn Eisteddfod Genedlaethol 2019. Yn anffodus nid wyf wedi gallu dod o hyd i destun y ddarlith hon wedi'i chyhoeddi, ond ceir peth o'i chynnwys yn adran 6.1 ym mrieff ymchwil Dr Nason i Wasanaeth Ymchwil y Senedd am Gyfiawnder Gweinyddol yng Nghymru - <https://senedd.wales/research%20documents/20-27-justice-senedd-1/20-27-web-welsh.pdf>

5. Unrhyw rwystrau eraill rhag gweithredu'r Ddeddf yn llwyddiannus (e.e. Brexit, COVID, ac ati).

5.1 Fel y mae'r Comisiynydd yn nodi yn ei hadroddiad 2020, mae rhai o ddatblygiadau argyfyngau'r cyfnod presennol wedi cyflymu gweithredu agweddau ar y Ddeddf, trwy orfodi cydweithio mewn ffordd integredig wrth wynebu anawsterau a ddaeth o gyfeiriadau y tu hwnt i reolaeth Llywodraeth Cymru. Ar y llaw arall, mae gwaith ar ystyried oblygiadau hirdymor camau a gymerir wedi cael ei lesteirio. Yr enghraifft amlycaf ynghylch COVID, mae'n debyg, yw i Strategaeth Unigrwydd Llywodraeth Cymru, [Cysylltu Cymunedau](#), gael ei chyhoeddi yn Chwefror 2020, tra bod y camau a gymerwyd o fis Mawrth ymlaen wedi mynd yn gwbl groes i'r strategaeth honno. Tra'n deall y pwysau ar y Llywodraeth a rhanddeiliaid eraill, mae mawr angen sicrhau fod gweithredu'r Ddeddf wedi'i wreiddio mor ddwfn ym mhroses llunio polisi Llywodraeth Cymru fel bod hyd yn oed argyfwng sydyn yn denu ymateb sy'n gydnaws â'r Ddeddf, ac yn enwedig â strategaethau hirdymor a gyhoeddwyd eisoes.

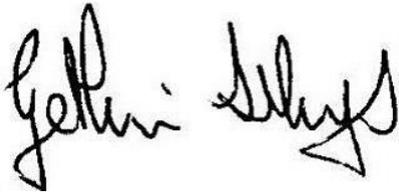
6. Sut mae sicrhau bod y Ddeddf yn cael ei gweithredu'n llwyddiannus yn y dyfodol.

6.1. Mae gweithredu'r Ddeddf yn llwyddiannus yn golygu yn y lle cyntaf gwreiddio'r pum dull o weithio yn Llywodraeth Cymru, llywodraeth leol, a chyrrff cyhoeddus eraill megis y

Byrddau Gwasanaethau Cyhoeddus. Credaf fod hynny hyd yn oed yn bwysicach na gwreiddio'r saith nod llesiant – os ceisir cyrraedd y nodau trwy ddulliau nad ydynt yn gydnaws â'r pum dull o weithio, yna ni fydd y Ddeddf yn cael ei gweithredu fel y bwriadwyd, a bydd y cynnydd yn llesiant cenedlaethau'r dyfodol lawer yn llai nag y dylai fod.

6.2. Yn wyneb hynny, mae angen i hyfforddiant cychwynnol a hyfforddiant mewn swydd gweision sifil gael ei lunio o gwmpas y pum dull o weithio. Nid pwnc ychwanegol at yr hyfforddiant ddylai hyn fod, ond craidd yr hyfforddiant. Dylid sicrhau fod yr hyfforddiant hwn yn cael ei gyd-lunio gyda mudiadau a dinasyddion y tu allan i'r gwasanaeth sifil, gan fodelu'r Ddeddf ar waith. Dylai'r un peth gael ei gyflwyno i hyfforddiant swyddogion llywodraeth leol a swyddogion cyrff cyhoeddus eraill – gan wneud hynny mewn ffordd gydlynus ac integreiddiedig, yn unol â'r Ddeddf.

6.3. Nid yw'n eglur i mi fod y Byrddau Gwasanaethau Cyhoeddus yn llwyddo hyd yma yn eu gwaith o gyflwyno dulliau gweithio'r Ddeddf ar draws ardaloedd awdurdodau lleol. Mae angen i'r Byrddau fod yn ddychmygus, yn gydweithiol ac yn gynhwysol wrth ddyfeisio ffyrdd o wrando ar eu poblogaeth leol yng nghamau cyntaf llunio polisiau a strategaethau – ac nid yn bennaf wrth 'ymgyngori' tua diwedd y broses o'u llunio.



Parch./Revd Gethin Rhys

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25.11.2020

Cytûn - Churches Together in Wales

Cytûn's Policy Officer's response to the Public Accounts Committee's consultation: Barriers to the successful implementation of the Well-being of Future Generations (Wales) Act 2015

0.1 Cytûn is the representative body of the major Christian denominations in Wales, which have a presence in every community throughout the country, along with a number of other Christian organizations operating in Wales. A full membership list can be found here:

<https://www.cytun.co.uk/hafan/en/who-we-are/>

0.2 This response has been prepared by Cytûn's Policy Officer, Revd. Gethin Rhys, based on his work with the churches and as Lead Representative for Religion on the Third Sector Partnership Council. Due to time constraints, it was not possible to fully consult with all Cytûn members about the content, so this is a personal response.

0.3 Some answers are based on a paper commissioned by the Welsh Government and co-authored by Gethin and others within the third sector in Wales, and published shortly after the publication of the Future Generations Commissioner's 2020 reports and the Wales Audit Office Act. The full paper can be found here: https://wcva.cymru/wp-content/uploads/2020/06/Responding-to-the-Climate-Crisis_.pdf

1. Awareness and understanding of the Act and its implications.

1.1 Outside Wales the Act has attracted considerable attention and praise. I have received inquiries from churches in Scotland, England, Northern Ireland, the Republic of Ireland and Canada to know and understand more about the Act. In the case of Scotland, churches there are considering asking political parties there to include a commitment to a similar law in their manifestos for the 2021 election.

1.2 Within Wales, awareness is patchy. Some churches and other civil society organizations are well aware of the Act and want to see its fruits in the daily lives of the people they work with. Others are very vague in their understanding, or have not heard of it at all. The weakness of indigenous Welsh mass media contributes to this - although the substance of the publicity given to it this year in the *Big Issue* magazine with its wide circulation among members of churches in Wales and the rest of the UK has certainly helped to raise awareness.

2. The resources available to public bodies to implement the Act and how effectively they have been used.

2.1 One common misconception about the Act is that it is another burden on the scarce resources of public bodies in Wales - added to equality and human rights duties, the Welsh language, environmental standards, etc. I think it is important to convey to public bodies that the "five ways of working" mandated by the Act are an alternative way of working - not additional ways of working to the usual way. Long term, preventative, integrated, collaborative and inclusive policy making and implementation should over time be able to save money and resources, rather than having to ask for more. Thinking long-term in policy formulation and implementation will save wasted resources on undoing unforeseen consequences; preventing problems from occurring will certainly save resources; integration will ensure that policies do not contradict and undermine one another; collaboration will provide an opportunity to anticipate difficulties and find partners at the earliest opportunity

to operate more efficiently; and being inclusive from the outset will save resources later on trying to reach under-represented groups or present a bilingual face to a programme devised in English only.

2.2 I had the opportunity to be involved in a series of three workshops devised by a number of third sector organizations in conjunction with the civil service in early 2018. A report on them, entitled *All Together!*, was published in November 2018

https://www.wwf.org.uk/sites/default/files/2018-11/WFG%20Workshops%20Report%20FINAL%2035951_Eng_PRESS_QUALITY_WEB.pdf

These workshops demonstrated the value of a collaborative approach to the Act and its possibilities.

3. The support that the Future Generations Commissioner provides to public bodies.

3.1 Naturally, I have no direct experience of discussions that are essentially private. It was disappointing that only one member of the Commissioner's staff attended the *All Together!* workshops in 2018 (see Qn 2), especially as the Permanent Secretary and a host of senior Welsh Government officials attended, and it was a golden opportunity to influence the entire civil service.

3.2 The Commissioner's early decision to abolish the [Climate Change Commission for Wales](#) was deeply disappointing, and removed a distinctly Welsh voice from the most important debate of our time, and an important source of support for public bodies. Our paper, [Responding to the Climate Crisis](#), recommends re-establishing this body.

4. The leadership role of the Welsh Government.

4.1 The Welsh Government has a very important role in promoting the Act and its implementation. This seems fragmented at the moment. There are some shining examples of trying to weave the well-being goals and (less often) the ways of working into policy areas as a whole.

4.2 This can be seen, for example in [Planning Policy Wales](#) published in December 2018. Sadly, the draft [National Plan 2040](#) does not have the same structure despite the promises in the first few pages. In particular, it is assumed throughout the document - as in many other Welsh Government documents - that economic growth is an unalloyed blessing, rather than measuring such an objective against the well-being goals. Nor does the Plan contain many indications that the five ways of working have had a significant influence on its formulation or are intended to influence implementation. Local Development Plans show even less awareness of the Act and its far-reaching implications. The publication of the new Planning Policy Wales following the formulation of most Local Development Plans demonstrates a lack of integrated, long-term and preventative working, and dramatically reduced its influence.

4.3 A similar pattern is seen in the Welsh Government's [International Strategy](#). I was involved in the consultation process around this strategy, and attended several meetings sponsored by the Welsh Centre for International Affairs and the Third Sector Partnership Council with officials and the then Minister, Eluned Morgan MS. The Strategy published in February 2020 placed a lot of emphasis on the well-being goals, and the final document was very different to the first draft we saw, demonstrating that a collaborative approach had been adopted in its formulation. Nevertheless, there was a fundamental weakness in chapter 3 of the strategy ([This is Wales: Products](#)) where the Act is referred to only once,

and again economic growth and the growth of international trade are taken for granted to be goods in their own right, without considering their impact on all well-being goals. Two of the economic sectors specifically suggested for promotion (cyber security and compound semiconductors) are linked to the arms trade (among other things), but the strategy does not weigh up the impact of their promotion on future generations in Wales or on Wales as a globally responsible nation.

4.4 It is encouraging, on the other hand, that Wales has joined the network of [Well-Being Economy Governments](#), and I would hope that the significance of this would merit more attention in Government statements and action plans than just a brief reference on p. 15 of the recently published [Action Plans](#) for the International Strategy. This shows that the relevance of the action plans to the Act is inconsistent and, to my knowledge, there has been little co-operation with civil society in drawing them up, losing some of the momentum and goodwill created at the time Strategy.

4.5 More generally, the Act suffers from what the Commissioner calls 'gaps in implementation' of the Act, and there are many examples of these in the Commissioner's Report. I would note that this is an approach of the Welsh Government style to other ambitious laws as well, such as the Environment Act and the Social Services and Well-being Act. There are questions about the appropriateness of legislating on the basis of setting ambitions rather than on the basis of tangible actions that go beyond this Act. I would recommend Dr Sarah Nason's lecture, Welsh Administrative Justice: Rights, Duties, and Implications for Legal Services delivered at the 2019 National Eisteddfod. Unfortunately I have not been able to find the text of this lecture published, but some of it is contained in section 6.1 of Dr Nason's research brief for the Parliamentary Research Service on Administrative Justice in Wales - <https://senedd.wales/research%20documents/20-27-justice-senedd-1/20-27-web-english.pdf>

5. Any other obstacles to the successful implementation of the Act (e.g. Brexit, COVID, etc.).

5.1 As the Commissioner points out in her 2020 report, some of the current crises have accelerated the implementation of aspects of the Act, by forcing integrated working in the face of difficulties that came from directions beyond the control of the Welsh Government. On the other hand, work on considering the long-term implications of action taken has been hampered. The most obvious example of COVID is that the Welsh Government's Loneliness Strategy, [Connected Communities](#), was published in February 2020, while the action taken from March went against that strategy. While understanding the pressures on Government and other stakeholders, there is a great need to ensure that the implementation of the Act is so deeply embedded in the Welsh Government's policy-making process that even a sudden crisis attracts a response commensurate with the Act, and especially with long-term strategies already published.

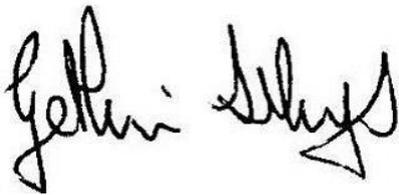
6. How to ensure the successful implementation of the Act in the future.

6.1. Successful implementation of the Act involves, in the first instance, embedding the five ways of working in Welsh Government, local government, and other public bodies such as the Public Service Boards. I think that that is even more important than embedding the seven well-being goals - if the goals are tried to be achieved by methods that are incompatible with the five ways of working, then the Act will not be implemented as

intended, and will the increase in the well-being of future generations far less than it should have.

6.2. In view of this, initial and in-service training of civil servants needs to be structured around the five approaches. This should not be an additional topic in the training, but the core of the training. This training should be co-ordinated with organizations and citizens outside the civil service, modelling the Act in practice. The same should be applied to the training of local government officials and officials of other public bodies - in a coordinated and integrated way, in accordance with the Act.

6.3. It is not clear to me that Public Service Boards are succeeding so far in delivering the Act's working methods across local authority areas. The Boards need to be imaginative, collaborative and inclusive in devising ways to listen to their local population in the early stages of policy and strategy formulation - and not primarily in 'consultation' towards the end of their formulation.



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25.11.2020



Public Accounts Committee

Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

Response from One Newport Public Services Board (PSB)

1. Awareness and understanding of the Act and its implications.

1.1. Awareness of the Act is good across all partners of the Public Services Board in Newport.

2. The resources available to public bodies to implement the Act and how effectively they have been deployed.

2.1. In the current financial climate, it is difficult to source funding which is a barrier to undertaking PSB work. Despite this many successful projects have taken place in Newport led by the PSB.

2.2. Annual budget cycles, annual budget settlements and having to spend funding in the same year are also barriers and make it challenging to bring long-term preventative change for current and future generations.

2.3. In addition, grant funding is often allocated with short notice and on a short-term basis. Applying for funding is time consuming and not always successful and the short-term nature is also a barrier to making long term preventative change. It can also be a barrier to recruiting quality candidates when posts are restricted to fixed short-term periods and can also affect the well-being of the people we employ with short-term contracts and lack of employment stability.

2.4. Finally, the lack of dedicated PSB funding is also a barrier which limits the impact of the PSB. The allocation of shared resource to RPBs has galvanised multiagency, cross-sector collaboration and a similar approach for the PSB would enable the PSB to fulfil its full potential.

3. Support provided to public bodies by the Future Generations Commissioner.

3.1. The Future Generation Commissioner's Office provide extensive support both through the Public Services Board Co-ordinators Meetings and providing written reports and toolkits via the website.

3.2. It can be difficult to navigate the amount information that is available and can divert you from getting on with the work of implementing the Act. Targeted and concise summaries would be appreciated to enable partners to access the more detailed content that is available.

3.3. The Commissioners office also provided bespoke advice to PSBs whilst they were developing their Well-being Assessment and Well-being Plan. As part of this process, once the PSB has agreed their draft Well-being Objectives the Act states that the Commissioner has 14 weeks to provide written advice relating to these objectives. The 14-week timescale feels like an unnecessary delay in an already tight timescale to develop the Well-being Plan.

3.4. Whilst it is acknowledged that implementing the Act is a journey, it would also be helpful for the Commissioner to highlight what the priorities are and where to focus effort. The Commissioner's recent report has gone some way towards that by defining a set out "*Areas of Focus*" to work on. This will be useful for reviewing the current well-being plan and when writing the next iteration of the plan for 2023-28.

4. The leadership role of the Welsh Government.

4.1. Good support and leadership is provided through our Welsh Government PSB member and they are fully involved in the work of the PSB.

4.2. Appropriate support is also provided by Audit Wales.

5. Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

5.1. The different lifecycle of plans can be a barrier to implementation of the Act. If these lifecycles were similar it would give PSBs and partner organisations an opportunity to align objectives and priorities. In Newport we are looking at aligning the next iteration of the Local Development Plan and the Well-being Plan so they work towards joint objectives and support each other for the benefit of the local area.

5.2. Some of the portfolios and services that contribute to the Act and well-being are not devolved so are directly responsible to Parliament. For example Community Safety Partnership.

6. How to ensure that the Act is implemented successfully in the future.

6.1. All new legislation / strategies / plans / approaches should be integrated in to the Act in a consistent manner. It is not enough to quote the Act in the Introduction. It must be intrinsic in the way the strategy / plan is developed.

6.2. The Act needs to be continually promoted but not in isolation.



Barriers to successful implementation of the Future Generations act

A RESPONSE FROM WCVA

1. Wales Council for Voluntary Action (WCVA) is the national membership organisation for the voluntary sector in Wales. Our purpose is to enable voluntary organisations to make a bigger difference together.
2. We have consulted widely across the voluntary sector in drafting this response and are pleased to have the opportunity to feed a wide range of sectoral voices into planning for the draft Budget 2021-22. We thank the organisations who gave their input, including Association of Voluntary Organisations Wrexham (AVOW), Building Communities Trust, Glamorgan Voluntary Services, Cardiff Third Sector Council, The Wales Civil Society Forum on Brexit, Business In The Community, Interlink and the Co-Production Network for Wales.

AWARENESS OF THE ACT AND ITS IMPLICATIONS

3. While awareness of the Act is reasonably high across the voluntary sector, our engagement suggests this is not the case at community level, with our members suggesting that few local-level organisations show much awareness of the Act and the Five Ways of Working.
4. The Act appears remote and 'far from the realities of people's everyday lives', as GVS put it, which means that even when action is taken as a direct result of the Act, people don't realise it's the Act which made these actions happen. Welsh Government and Local Authorities must communicate what actions have specifically been taken in the name of the Act and highlight the impact they have. The voluntary sector can play a role in cascading this information which appears particularly needed at grassroots level.

5. There is a question over the efficacy of using Public Service Boards as a driver for the Act. Sector partners who work at PSB level tell us that the Act is not being used as a means of measuring what a PSB or its partners have achieved. The sector could act as a better amplifier for the Act with PSB partners, were it better resourced to fully play its role at PSB level. However, as we have reported before, many sector organisations struggle with the time and experience necessary to properly and confidently play a part. In addition, too often sector organisations are seen as a ‘junior’ partner by the other organisations around the table.

THE RESOURCES AVAILABLE TO PUBLIC BODIES TO IMPLEMENT THE ACT AND HOW EFFECTIVELY THEY HAVE BEEN DEPLOYED

6. Perhaps because the Act is something that everyone is supposed to be working towards achieving, across and between the Well-being Goals, there has been no specific funding stream with the concrete aim of implementing it. As AVOW and Interlink both point out, this is very different to, for example, the Social Services and Wellbeing Act.
7. The development of a funding stream dedicated to the Act, or perhaps a specific Wellbeing Goal or two (selected with the help of consultation and engagement) to provide particular definition, would give a focal point for organisations to work towards but also act as a catalyst for developing more formal partnerships across certain sectors to realise those Goals.
8. Public bodies often develop policies and programmes in silos, leading to little joined-up working across organisations. Welsh Government must encourage change in this area for the Act to succeed. It’s important, as the Act articulates, to involve people. However, as is often the case, citizens are rarely involved from the outset in developing policies and services to meets their needs.
9. We ask Welsh Government to communicate to Local Authorities the importance of community involvement in the Act, stressing the importance of genuine coproduction. We draw comparison with the valuable involvement of communities working with Local Authorities during the Covid-19 response and note that all partners have confirmed interest in building on these links and connections.

SUPPORT PROVIDED TO PUBLIC BODIES BY THE FUTURE GENERATIONS COMMISSIONER

10. Some of our members have criticised what they perceive as ‘silence’ from the Future Generations Commissioner during the Covid-19 crisis, commenting that the Commissioner should be visibly challenging politicians to ensure alignment with the Act and across the

Well-being Goals, especially around the health of the population and the impact of Covid-19

11. The Commissioner's own guidance to public bodies encourages stakeholders to take asset-based approach to community involvement. Local Authorities should be reminded of this and work with County Voluntary Councils to build a sustainable approach using the established infrastructure support of the third sector.
12. The Co-Production Network for Wales have reported that organisations are being asked to implement the Five Ways of Working without being told or shown how to do so. Upskilling is necessary so everyone understands what the Ways of Working are and what they could look like, with citizen involvement. Organisations then need encouragement and support as they try to put these methods into practice and document their learning, with time built in to share good practice. Improving understanding is essential to making a success of citizen involvement. The sector appreciates there are many points of contact managed by the Commissioners' office and the development of a regular discussion forum between the sector and the Commissioner is welcomed.

THE LEADERSHIP ROLE OF WELSH GOVERNMENT

13. Welsh Government should place the Act up front and central as it 'builds back better' from the pandemic. The rebuilding presents an opportunity to draw people's attention back to the Act as vital to the long-term recovery. Not doing so will make it even harder long-term to demonstrate to people the benefits of the Act. Welsh Government and partners need to establish what a firm foundation for re-building looks like - without that, re-building may not be sufficiently stable to weather future crises.
14. Welsh Government should ensure that funding streams, whether directly related to the Act or not, are well-managed, issued in a timely manner, are developed for the long-term, come with clear guidance, allow for funding to be rolled-over to the next financial year, and do not set organisations a very limited window to spend the money.
15. A particular over-arching strategy for community development, framed by the Act, would ensure consistency in practice within Welsh Government and prevent siloed working. We suggest looking at our report on [Empowering Communities](#).

ANY OTHER BARRIERS TO SUCCESSFUL IMPLEMENTATION OF THE ACT? (E.G. BREXIT, COVID-19...)

16. With the transitional period for Brexit ending in weeks, it is important that analysis is undertaken to see where and how funding from the UK Shared Prosperity Fund could help delivery of the Act.
17. The Internal Markets Bill represents a fundamental threat to successful delivery of the Act. At an overarching level this legislation would make it more difficult for Wales to introduce policies that are tailored to local requirements. This is particularly the case in areas like environmental policy, but the concern is potentially much wider and could cover a variety of social policy objectives, with concerns having been expressed for example in the social housing sector and around labour standards, human rights and public health.
18. The UK Internal Market Bill's own regulatory impact assessment acknowledges that societal benefits that might have been achieved through local policies may not be achievable under this legislation, but views this as an acceptable cost if it results in greater UK wide economic efficiency.
19. The non-discrimination principle in particular could challenge some of the work around reinforcing the Foundational Economy in Wales, and on procurement policy, which needs reforming.
20. The Senedd's research services have also highlighted in their [Research and Legal Briefing](#) on the Bill, that the legislation could potentially prevent Welsh language requirements being introduced in some instances.
21. Short-term funding cycles, as described above, drive short-term thinking, and fail to look towards the long-term implementation of the Act.
22. Covid-19 has seen the income of many organisations fall sharply, leading to a decrease in service provision and cuts in staff numbers. This, in turn, means that services that would otherwise help apply the requirements of the Act are either not taking place at all, or are taking place less regularly or less efficiently.
23. The pandemic has also led, naturally, to much short-term planning as a firefighting measure. This makes planning longer-term very challenging for Local Authorities and Health Boards.
24. The sector, and citizens, are under-resourced and under-supported to ensure a strong community voice when decisions are being taken at RPB and PSB level. This must change if better decisions are to be made and the engagement principle of the Act is to become embedded not only in policy, but also in practice.

HOW TO MAKE SURE THE ACT IS SUCCESSFULLY IMPLEMENTED IN THE FUTURE

25. Our engagement suggests that long-term plans, including a framework and/or milestones, should be put in place to ensure the Act is being monitored effectively, with services designed to have a clear link to the Act. AVOW commented that without this, there is a risk that complying with the Act will simply become a ‘box ticking’ exercise rather than a chance to reshape communities for the future. A new strategy for communities, as discussed above, could provide this.
26. Public bodies can have a top-down culture, and this can be a barrier. Bodies must be supported to work co-productively with citizens, communities, and the sector to achieve the aims of the Act.
27. Funding from a Community Wealth Fund, financed by the proposed Dormant Assets Scheme, should be used to provide additional finance for community projects supporting the Act.
28. Business in the Community have highlighted their [Responsible Business Map](#) and [Tracker](#) as tools for businesses to show their commitment to the Act.
29. Place-based working can help local solutions be put into place quickly, building on what already exists in a specific area.
30. Require PSBs to work with and map community-run infrastructure as part of wellbeing assessments, as suggested by Building Communities Trust.
31. Welsh Government must continue to pressure UK Government for further clarity on the UK Shared Prosperity Fund. This in turn could be a valuable source of community support, further building towards the aim of the Act.

DISCUSSION

32. WCVA will be pleased to discuss these or any other points relating to this consultation response with officials, committees or Ministers if requested.

██████████,
Policy Officer, WCVA
██████████

November 2020

**Torfaen County Borough Council -
The Senedd's Public Accounts Committee Consultation Response**

1. Awareness and understanding of the Act and its implications.

We have introduced e-learning modules for staff on the Well-being of Future Generations Act. An online resource has been developed to provide staff with an overview of the legislation, what it means for the Council and what we need to do. There are essential and advanced modules that staff can access depending on their roles. We have also developed a module specifically aimed at project managers. Since the e-learning was introduced in summer 2020, over 800 staff have completed the training.

We also have an established well-being 'assessment' template that is filled in to support change activities / decisions that are made by the Council which outlines how we are considering the Well Being of Future Generations Act in our work.

2. The resources available to public bodies to implement the Act and how effectively they have been deployed.

The statutory guidance documents are the main resources that we have used. These are useful.

Megan's Journey has also been a useful communication tool to staff and for using in conversations with our communities.

If further resources were produced they should focus on guidance / support / CPD for officers engaged in the seven core corporate areas identified in the statutory guidance (Corporate planning, Financial planning, Workforce planning, Procurement, Assets, Risk management and Performance Management).

3. Support provided to public bodies by the Future Generations Commissioner.

We have a good relationship with the FGC Office – they are helpful and respond to queries in a timely way.

The Office of the FGC were the first to acknowledge that releasing an 800 page report (The Future Generations Report 2020) during Covid-19 wasn't ideal – however it was a statutory requirement. Efforts have been made to make it more accessible – including an executive summary and resources on their website. An overview spreadsheet of recommendations to accompany the report would have been useful – we created an in-house version.

The recommendations are useful, but it might also be helpful if there were fewer, more focused recommendations.

The Simple Changes information was useful, but many of the changes in practice are not that simple to make.

Self-reflection tool has given us some useful insight and reflection time on how we might further embed the Act in our work.

It would be useful if there was more focus on the seven corporate areas identified in the statutory guidance on the Well-being of Future Generations Act as the places where the change needs to happen i.e. Corporate planning, Financial planning, Workforce planning, Procurement, Assets, Risk management and Performance Management. More targeted resources and support for officer groups involved with those activities would be welcome.

We understand that capacity might be an issue, but it would be useful if officers from the FGC Office were able to do more face-to-face briefings with public bodies e.g. speak to scrutiny committees and elected members.

4. The leadership role of the Welsh Government.

Annual budgeting and short-term funding opportunities make it very challenging to take long-term approaches.

From a practitioner perspective, it would be useful to learn more about the Welsh Government experiences as a public body implementing the requirements of the Act. i.e. peer-to-peer learning.

5. Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

Covid-19 has impacted on Council capacity, with key staff being redeployed on other duties or having a different focus.

Both Brexit and Covid-19 make horizon scanning and long-term thinking more challenging.

6. How to ensure that the Act is implemented successfully in the future.

Moving away from annual funding cycles that make planning for the longer term challenging should be a priority.

Focus effort on building capacity and support for those 7 core corporate areas identified in the statutory guidance (Corporate planning, Financial planning, Workforce planning, Procurement, Assets, Risk management and Performance Management) – to embedding the 5 ways of working into approaches taken.

Public Accounts Committee: Barriers to the successful implementation of the Well-being of Future Generations (Wales) Act 2015

Evidence from Cardiff and Vale University Health Board, November 2020

1. Awareness and understanding of the Act and its implications

The UHB has embraced the opportunities that the Act offers and established robust governance arrangements to ensure we meet our statutory duties and keep the Board apprised of implementation progress. We play an active role as a statutory member of both Cardiff and Vale of Glamorgan Public Services Boards (PSBs) at chair, chief executive and executive director level.

A number of development sessions have been run with the Board focusing initially on raising awareness and understanding of the Act and subsequently on exploring what more we can do to apply the Act and ensure it is embedded in core business.

We completed a leadership baseline assessment of Board members and senior leaders in the organisation (using an assessment tool) to assess perceptions of our current position regarding strategic readiness to meet the requirements of the Act. This helped us identify strategic priority and action areas requiring particular attention.

The Health Board is proud of a number of different examples of work undertaken which exemplify the Act in practice (see Demonstrator directory, below), and in January 2020 the UHB declared a climate emergency.

2. The resources available to public bodies to implement the Act and how effectively they have been deployed

There are no specific additional financial resources available to the UHB to implement the Act. Resources in the form of toolkits and guidance have been provided to public bodies by the Office of the Future Generations Commissioner (see Q3 below), and Wales Audit Office.

The UHB's well-being objectives are the objectives in our ten year strategy, Shaping Our Future Wellbeing. We articulate our contribution to the seven well-being goals and application of the sustainable development principle through the annual Integrated Medium Term Plan submitted to Welsh Government; this constitutes our organisational well-being statement. The UHB's Annual Report is the vehicle for reporting progress on achieving our well-being goals.

The Director of Public Health provides the executive lead for this agenda supported by a Consultant in Public Health, and chairs an internal steering group that delivers cohesion and strategic direction to the UHB's work in this area, ensuring that the organisation meets its statutory obligations. The UHB chair acts as a Champion of the Act, a role which provides visibility and advocacy for the work, making sure that WFGA thinking is at the heart of Board discussions.

The steering group oversees implementation of an annual Action Plan; the Action Plan 2019/20 sets four objectives around:

- supporting the statutory annual review of the UHB's well-being objectives and reviewing actions to meet UHB and partnership well-being objectives;
- identifying and supporting UHB-led WFG 'demonstrator' projects, which show action being taken to meet our well-being objectives and those of the PSBs;
- implementing a communications plan
- ensuring robust governance to provide assurance and leadership

A dedicated [Well-being of Future Generations Act](#) webpage sets out our approach to implementing the Act and includes links to key resources and examples of UHB projects which contribute to each of the well-being goals.

Our Directory of Demonstrator Projects published Sept 2019 provides a comprehensive overview of work across the UHB contributing to WFG goals and our WB objectives (including a Staff Healthy Travel Charter, Bee project, Food Cardiff and Food Vale, Hospital restaurant policy, Refit energy management programme)

<http://www.cardiffandvaleuhb.wales.nhs.uk/sitesplus/documents/1143/WFG%20UHB%20demonstrators%20list%20190902-2%20final%20%28en%29.pdf>

3. Support provided to public bodies by the Future Generations Commissioner

The Future Generations Report 2020 provides a helpful assessment of where there has been positive progress and what public bodies and PSBs can learn from approaches and innovations in other parts of the public service in Wales. The report's suggestions on how barriers can be addressed will help at both a policy and process level, to bring about change in a practical way.

The FG Commissioner's self-reflection tool provided a useful vehicle for internal discussion and focus on what we could be doing better. The associated peer review and regional workshops facilitated testing of thinking and sharing of challenges and potential solutions.

Using examples from Wales and across the world, the Big Ideas publication helped to keep up momentum and motivation and provide inspiration for trying new things.

The FGC Office publishes very accessible resources, using innovative ways of engaging people and organisations, often thought-provoking and challenging traditional ways of communicating.

Staff within the Commissioner's office are readily accessible to the Health Board to provide advice or support on particular aspects of implementing the Act, and have met with Health Board colleagues on a number of occasions. The Office has also championed and disseminated good practice from public bodies across Wales, including the Health Board.

4. The leadership role of the Welsh Government

Welsh Government have published a strategy for Health and Social Care in Wales called *A Healthier Wales* (AHW). The document references 'ten design principles' upon which services should be planned. Alongside this exists a strategic objective of delivering the 'quadruple aim'.

Both the design principles and the quadruple aim are highly complementary to 'the act' in so far as the vision which they are trying to describe. However the decision of WG not to adopt the formal wording of the act can leave organisations struggling to articulate, in the clearest sense, how its own strategic direction aligns to both AHW and the act when two different sets of language are having to be juggled.

The health system in Wales is one which is based upon planning and driven by a yearly process of developing rolling three year plans known as IMTPs (integrated medium term plans). These have to be submitted to Welsh Government for approval (or not). Each planning cycle is underpinned by a planning framework (issued by WG) against which organisations must set their plans. Whilst planning frameworks in recent years reference the need for organisations to consider the act this is done in isolation of what the rest of the framework is asking of health boards and Trusts. Just as Health Boards are expected to demonstrate that the act is a 'golden thread' within its plans so too WG should be ensuring the act is a golden thread through its planning framework rather than a 'bolt on' ask. More recent Joint Executive Team (JET) meetings between the UHB and WG have made reference to the Act, which is positive.

5. Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc)

At the core of the act is the emphasis on making decisions which will positively impact on future generations. By the very nature of this many of these positive impacts will not be seen for many years. The Health system in Wales like many other sections of public life however has to operate within the context of 'benefits' often needing to be seen in much shorter timeframes due to, for example, the various political election cycles which exist and the lack of appetite by many politicians to support the service in making difficult decisions (which are the right decisions in the context of the act) because they are politically unpalatable in the context of looming elections.

In addition, as mentioned above the health system in Wales is one which is based upon planning and driven by a yearly process of developing rolling three year IMTPs. Such a planning regime can be challenging to articulate the long term generational objectives which the act asks for when Health bodies are being asked to produce short and medium term plans which inherently have to achieve financial balance in order to be considered 'approvable'.

The Health Service, and perhaps more widely the public sector as a whole, is generally used to quantifying benefits (and therefore assessing whether something has 'worked') either in terms of financial or individual health benefits. Many of the outcomes required by the Act do

not easily fall directly under these categories, so measuring and evidencing outcomes to enable ongoing support and funding can be challenging; this partly requires a cultural change.

In the last year this has been compounded by the system moving towards a cycle of quarterly planning which is asking the system to take an even more short term view.

It can sometimes be challenging to make decisions which align to the act where other stakeholders have perspectives driven more by short term considerations. For example any material service changes which the organisation wishes to make must be developed in partnership with, for example, Community Health Councils (CHCs). The nature of the expectations placed on such organisations means they tend to focus on what is best for today's patient and are less likely to take a longer term view in terms of also considering benefits for the 'future patient'.

The pandemic has changed our planning horizons as reflected by Welsh Government guidance that requires us to produce quarterly plans in place of the IMTP. Additional winter pressures and the ongoing uncertainty associated with fluctuations in Covid-19 demand creates significant challenges to implementing many aspects of the Act.

After our initial phases of responding to Covid-19, the summer saw a huge effort to find innovative ways to restore essential elective services safely while retaining flexibility to deal with the uncertainties of Covid demand. On a positive note, this Covid-19 response has led to a rapid transformation of services which contribute to our wellbeing goals and which otherwise could have taken years to accomplish. For example, with more services being delivered online or by phone e.g. video consultations, over 30,000 miles of travel to appointments have been saved as well as over a tonne of CO2 emissions.

While increases in the use of technology will increase productivity to some extent, this is offset by the impact of infection prevention and control arrangements which reduce productivity. Concerns about the backlog of demand on hospital services are well documented but there is also a less quantifiable impact on care in the community. Adopting the sustainable development principle by working collaboratively to manage capacity across the system and establish integrated solutions will be key to addressing this major challenge.

In many ways, the pandemic and the need to work at speed to deliver practical solutions for our local population has cemented some of the key relationships developed through the PSBs and RPB. These will partnerships will be crucial for developing sustainable solutions to address the long term detrimental impacts on the economy and mental health.

6. How to ensure that the Act is implemented successfully in the future

As a Health Board we recognise the need to continue to engage and raise awareness of the Act amongst senior leaders, clinical board managers and staff. In doing so, it will be important to demonstrate the Act's relevance, continuing to build on the set of Demonstrator Projects designed to showcase how the Act can be applied in practice.

As an organisation we have an ambitious programme of transformation across both our clinical services transformation, the transformation of our OD agenda as well as the

transformation of our wider critical enablers such as how we use and deploy technology. The organisation remain committed to placing the act at the heart of the design of the transformation as opposed to having to 'retrofit' the outcomes of the transformation with the act.

The Cardiff and Vale Regional Partnership Board (RPB) of which we one of the core statutory members, has recently agreed a new governance structure to support a population health approach which is very much aligned to the sustainable development principle. This is underpinned by a shift in thinking from services and organisations to people and places which explicitly recognises that only by improving economic, social, environmental and cultural wellbeing can we create the right conditions to support people with additional health and wellbeing needs.

On a system level further work needs to be undertaken to address the artificial boundaries which often exists between both organisations and the different sectors of public life. Such boundaries still have too much of an influence in terms of, for example, how resources flow to support the implementation of changes



Mr Nick Ramsay, MS.,
Chair,
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Dear Mr Ramsay.

Thank you for extending the invitation to organisations other than the 44 Public Bodies to respond to the Consultation that your Committee is undertaking as part of its Inquiry into the May 2020 Reports of the Auditor General for Wales and the Future Generations Commissioner in relation to the Well-being of Future Generations (Wales) Act 2015.

Vattenfall wishes to confine itself to the first matter that your Committee has specified; namely, the awareness of the Act and its implications.

Vattenfall, a company wholly owned by the Swedish State, is guided in its operations by the principles and ways of working captured through its adoption of six of the United Nation's Global Sustainability Goals.

As a company, Vattenfall is familiar with the 2015 Act, and has found that both the Reports referred to above have been extremely useful in spelling out the ways in which it is possible for both the business sector as well as the public sector to use them as templates for measuring operational performance in delivering improvements in welfare.

We were, for example, impressed by the way that a senior planner in Arup at Page 724 of the Commissioner's 5 yearly Report, described the use of the Future Generations Framework to good effect within his company- identical to our own experience.

We have been inspired by these Reports, and find that the implications of the Act emphasise the requirement that all four of the Sustainability elements; the Environmental, Economic, Social and Cultural must proceed simultaneously to the benefit of both current and future generations of the Welsh people. The title of the Welsh Government publication: "Prosperity for All" encapsulates the objective towards which the Well-being of Future Generations Act is leading, and to which Vattenfall fully subscribes.

Recently, Vattenfall has been in touch with the Commissioner's Office and hopes very much to be able to support the 2021 Academy that she is planning.

Our plea as a renewable energy company is for the Welsh Government and Natural Resources Wales to display a greater level of urgency in implementing changes, so that the Climate and Nature Crises are tackled with vigour and determination, rather

than in endless process driven, and innovation stifling, Workshops and consultations. By so doing, the spirit of the 2015 Act will be satiated.

Yours sincerely,



Frank Elsworth

Head of Market Development, UK



Senedd Public Accounts Committee Consultation:

Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

26 November 2020

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Introduction

ColegauCymru welcomes the opportunity to respond to the Senedd Public Accounts Committee's consultation on Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015.

ColegauCymru is a post-compulsory education charity; we promote the public benefit of post compulsory education and learning. We also convene the further education (FE) Principals' Forum, which represents Further Education colleges and FE institutions (FEIs) in Wales. ColegauCymru also undertakes research, policy development and provides practical support to FE colleges in Wales, including on work-based learning (WBL) which is a key part of FE college activity.

1. Awareness and understanding of the Act and its implications

1.1 ColegauCymru is aware of the Act and has a good grounding in its implications. We also promote the Act to our members and stakeholders.

1.2 In September 2016, ColegauCymru published a report on the practical and policy implications of the Well-being of Future Generations Act on the FE sector in Wales¹. The report was created as a guide for the FE sector on responsive methods to the requirements of the Act, with reflections on existing activity to date. It highlights that even though Further Education Institutions (FEIs) do not fall under the remit of the Act, they do work closely with a number of the public bodies upon whom the Act places a well-being duty. Subsequently, many FEIs have implemented strategies which work towards the seven well-being goals, including well-being strategies to promote healthy and active lifestyles.

1.3 From a Further Education perspective, it is unclear how well the Act has filtered down through the Welsh Government to the wider public. FEIs promote a healthy and active lifestyle within college well-being programmes with a range of enrichment and curriculum activity for learners. However more widely, the Act does not seem to be highlighted by businesses and any work they do towards the well-being goals is not emphasised.

1.4 Organisations who are not legally bound to comply with the Act but have updated their strategies to align with the well-being goals could help raise the visibility of the Act by receiving an optional badge or charter mark. This will highlight that even organisations not bound by the Act are taking guidance from it, and it is having a positive effect on their work and activity. The Act could have positive effects for many businesses and organisations, however it is almost invisible.

¹ <https://www.colleges.wales/image/publications/reports/The%20implications%20of%20the%20Well-being%20of%20Future%20Generations%20Act/Final%20Report%20CC%20160909.pdf>

1.5 Colleges are also engaged with the “Healthy colleges and universities framework” promoted by Public Health Wales. Within the framework there are six health topics that should be covered across four aspects of college and university life. These topics are attuned with the principles of the FGA and call on colleges to incorporate health and sustainability into their mission, vision and strategic plans, and lead and drive change in society by modelling, testing and transferring innovative approaches. Colleges have been influenced by the framework and the FGA and have successfully managed to incorporate the well-being duty into their curriculum. An example of this is Coleg Cambria’s “Active Cambria Strategy” which offers free fitness, wellness and health activities and advice days to everyone at Coleg Cambria.

1.6 ColegauCymru works closely with Sport Wales, a public body which falls under the Future Generations Act and supports the delivery of Welsh Government’s strategic priorities through the new Sport Wales strategy released in 2019. This helps facilitate ongoing awareness of the Act and its aims.

1.7 In January 2020, ColegauCymru launched a new Active Wellbeing Strategy for the FE sector in Wales, closely linked to the goals of the FGA and Sport Wales’ strategic aims. Active Wellbeing takes a person-centred approach for college communities with the vision of Active Colleges – Active Lives – Active Wales. The strategy aims to make the connection between activity and well-being encouraging individuals and organisations to have a better understanding of the long-term impact.

2. Resources available to public bodies to implement the Act and how effectively they have been deployed

2.1 Neither ColegauCymru nor Further Education Institutions are subject to the Act and therefore we are unable to offer much further information directly on this question.

2.2 However, ColegauCymru’s 2016 report on the FGA suggested that a more regional approach to the Public Service Boards would help resource meaningful engagement. According to the report, nearly three quarters of the colleges have had interactions with their PSB, however others have not, citing the issue of resources when attempting to engage with multiple PSBs.

3. Support provided to public bodies by the Future Generations Commissioner

3.1 Again, neither ColegauCymru nor Further Education Institutions are subject to the Act and therefore we are unable to offer much further information directly on this question.

3.2 Nevertheless, we have found the Commissioner and her staff willing to engage with ColegauCymru and the FE sector on conferences and other events.

4. The leadership role of the Welsh Government

4.1 The leadership role of the Welsh Government on the Act has been variable. In relation to one of the key reports concerning Further Education and post-compulsory education more broadly - the Hazelkorn Review – Towards 2030, “the WFG Act was conspicuous by its absence ... despite a real synergy with the main messages drawn from stakeholder consultation around “the need for a step change”, and tellingly the “overall absence of strategic capacity and joined-up thinking at and between government and institutions”.²

4.2 More recent Welsh Government policy thinking has taken greater account of the FGA. Recent reports from the Welsh Government, such as the Review of Adult Community Learning in Wales³, Post 16 Professional Learning Scoping Study (2019)⁴, and Digital 2030 (2019)⁵ link closely to key goals set out in the FGA. However, when it comes to schools the Act appears to be more integral to policy than it does at the post-16 level. For example, Education in Wales: Our national mission, Action plan 2017–21⁶ was implemented in accordance with the FGA five principles of working, and seeks to support all seven well-being goals.

4.3 In terms of compulsory education, work remains to be done to ensure that the FGA is as embedded as necessary in the Welsh Government’s Curriculum for Wales. Professor Calvin Jones’ 2019 report, ‘Education Fit for the Future in Wales’, states that without teacher reskilling and training “Wales’ schoolchildren – or at least those taught in the less effective schools – are unlikely to be well equipped for the challenges of the future economy and society”⁷ and even with the FGA providing a core framework, “the new curriculum will fail to prepare pupils for the current (Welsh) world of work, let alone a future one”. He also suggests that Welsh Government may need to ensure that the bodies it funds are clear about where they fit in with the Act, and that HE and FE institutions build a bespoke ‘continuum of learning’ across all ages, firmly based in the legal framework of the FGA Act.

4.4 Stronger leadership and a more consistent approach to the FGA is necessary and should be reflected across policy initiatives and guidance from the Welsh Government. This includes thinking more creatively about how to support the goal of “A Wales of Vibrant Culture and Thriving Welsh Language”. While there are some fairly standard questions

² <https://www.colleges.wales/image/publications/reports/The%20implications%20of%20the%20Well-being%20of%20Future%20Generations%20Act/Final%20Report%20CC%20160909.pdf>, page 9

³ <https://gov.wales/sites/default/files/publications/2018-02/a-review-of-adult-community-learning-in-wales.pdf>

⁴ <https://gov.wales/sites/default/files/publications/2019-12/post-16-professional-learning-scoping-study-final-report.pdf>

⁵ <https://gov.wales/sites/default/files/publications/2019-06/digital-2030-a-strategic-framework-for-post-16-digital-learning-in-wales.pdf>

⁶ <https://gov.wales/sites/default/files/publications/2018-03/education-in-wales-our-national-mission.pdf>

⁷ <https://www.futuregenerations.wales/wp-content/uploads/2019/10/2019-10-16-Fit-for-the-Future-Education-in-Wales-1-1.pdf> page 10

about the impact of policy initiatives on the Welsh language, these often appear to show a tick-box mentality, rather than suggesting or encouraging ways to promote Welsh language use.

5. Any other barriers to successful implementation of the Act

5.1 Under the seven well-being goals there are 46 indicators of progress, each one aligned to one or more of the goals. The indicators are set by Welsh Ministers, and since the implementation of the Act there has been very little change to the indicators.⁸⁹ Considering the huge challenges the country has faced over the last eight months due to the pandemic, it would be timely to review the current indicators and assess whether they are still the most useful ones, and likewise, whether there is any scope for reduction and simplification.

5.2 Only five of the 46 indicators are linked to education, with two of the five (Percentage of adults with qualifications at the different levels of the National Qualifications Framework, and percentage of people in education, employment or training, measured for different age groups) linked to further education.

5.3 ColegauCymru would like to see an overhaul of the indicators, with greater focus on education and skills. As previously stated, the pandemic has had a life-changing effect on learners wherever they may be in the education system, and a greater number of adults will need to upskill and retrain. Indicators may need to be amended to reflect the post-pandemic education landscape.

5.4 There are also currently no consequences for public bodies who do not align themselves with the Act. In order to give the Act more significance and for public bodies to take the goals of the Act seriously, it may be necessary to consider what consequences there are for not observing the asks within the Act. For example, in May 2019, there was an attempt to use the FGA to challenge a school closure, which was unsuccessful. The case was dismissed by High Court judge Mrs Justice Lambert who said *"I do not find it arguable that the 2015 act does more than prescribe a high-level target duty which is deliberately vague, general and aspirational"*. Following the case, members of both Plaid Cymru and the Conservative Party shared their disappointment, and suggested that the Act needed to be amended¹⁰. A barrister acting on behalf of school campaigners said of the Act *"The guidance that has been issued on it is full of fantastic-sounding phrases but in reality individuals are not going to be able to use it"*. There is a lack of awareness and understanding from the public which makes the Act almost invisible and difficult to use.

5.5 The Auditor General's report 'So, what's different?' (May 2020) highlights that short term funding is still a barrier to success as first identified by public bodies in 2017.

⁸ <https://gov.wales/sites/default/files/publications/2019-06/national-indicators-for-wales.pdf>, 2016 indicators

⁹ <https://gov.wales/well-being-wales-national-indicators>, 2019 indicators

¹⁰ <https://www.bbc.co.uk/news/uk-wales-48272470>

Legislative complexity was also noted as a barrier in 2017 and remains a practical challenge today¹¹.

5.6 The Covid19 pandemic has had a negative impact on many projects and activities. We must ensure that decisions taken to address the effects of Covid19 continue to take account of the FGA and that it is not set aside in favour of short-term thinking. Investing in education and skills at all levels will be an important aspect of dealing with the challenges facing Wales and such action is in keeping with the Act.

5.7 Barriers to measuring and understanding well-being can hinder successful implementation. New research is currently being developed by ColegauCymru around Eudemonic Wellbeing (a type of psychological wellbeing) and is linked to delivery of our Active Wellbeing project. The aim of this research is to identify new qualitative insights into measuring well-being outcomes more effectively and meaningfully, in particular an individual's understanding of the long-term benefits of activity.

6. How to ensure that the Act is implemented successfully in the future

6.1 Many of the actions to implement the act more successfully in the future require addressing the barriers identified in response to the previous question. This includes an overhaul of the indicators post-pandemic, within the next 12-18 months. ColegauCymru also suggests that more acknowledgement be given to the education and skills agenda.

6.2 A charter mark could highlight the organisations (like FEIs) who do not fall under the remit of the Act, but who are making a conscious effort to meet the well-being goals through the five ways of working.

6.3 The UK's exit from the EU could potentially present opportunities for the FGA. For example, a replacement scheme for Erasmus+, should a domestic version be necessary, could incorporate the well-being goals of the FGA. Currently learners gain valuable experience via Erasmus+ mobilities developing new skills and expanding their horizons.

6.4 The current Future Generations report is over 800 pages long, and provides an assessment of the improvements public bodies should make in relation to their well-being objectives.¹² Such an important report should be more user friendly, and 800 pages worth of information could be considered daunting for some, despite efforts to break it down into more manageable sections. Considering current circumstances, it may be an idea to produce the next report, or at least certain aspects of it, sooner, to take into account the impact of Covid19. Waiting another five years could mean missing out on celebrating achievements, or important changes in the ways of working in the public sector.

¹¹ <https://www.audit.wales/system/files/publications/Well-being-of-Future-Generations-report-eng.pdf>, page 15

¹² <https://www.futuregenerations.wales/wp-content/uploads/2020/05/FGC-Report-English.pdf>

7. Conclusion

7.1 While the Future Generations Act may be known and understood within the public sector, and those bodies currently within its remit, there is much more that can be done to raise awareness and make its benefits known, including to the private sector and the public more broadly. A charter mark could be considered.

7.2 The Welsh Government needs to demonstrate stronger leadership and a more consistent approach to the FGA across all policy and guidance, in particular concerning the “Wales of Vibrant Culture and Thriving Welsh Language” goal.

7.3 Following the Covid19 pandemic, a review of the number and content of indicators should be undertaken, with a view to strengthening those concerning education but minimising the overall number if possible.

7.4 While encouragement to take the Act into consideration is the preferable path, the introduction of appropriate consequences for not paying due regard or failing to seriously consider the Act should be explored. (The weaknesses of the Act were demonstrated in the failure of the May 2019 legal challenge on school closure.)

7.5 The need to address the challenges Wales faces as a result of the pandemic should not be used as a reason to weaken the emphasis on future generations or the needs to live more sustainably and fairly.


Policy Officer, ColegauCymru


Director of Policy and Public Affairs, ColegauCymru

Welsh Public Accounts Committee Consultation on the Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

Response from Conwy County Borough Council

November 2020

1. Awareness and understanding of the Act and its implications.

1.1 Conwy County Borough Council held a series of workshops across the organisation to ensure that all staff and elected Members were aware of the Act, its goals and the authority's obligations under the legislation. There is a dedicated page on the intranet explaining the Act. The Corporate Plan is framed round the Well-being Goals and all reports to democracy must explain how the report supports the Act. An update on the Act is provided in the annual report. When the Act was published a project team, chaired by the CEO, was established to ensure that all changes required were implemented.

1.2 However, as yet there is not a full integration of the priorities of the PSB with the priorities of all the PSB members' organisations. This was not helped by the lack of synchronisation in legislation between public sector requirements to have well-being plans and the PSB well-being plan timeline.

2. The resources available to public bodies to implement the Act and how effectively they have been deployed.

2.1 The focus of Welsh Government support for the Act has focussed on PSBs. There has been good support from the Welsh Government PSB team in the form of regular meetings and updates.

2.2 The PSB grant has been for the North Wales Region and has been very prescriptive – mainly to focus on the assessment of wellbeing. This lack of flexibility has meant that the grant has not always been spent in full. The PSB very much wanted to move onto implementation of projects and the terms of the grant did not permit this. Therefore owing to budget cuts and staff capacity, this has limited the work the PSBs actually want to focus on or pilot to make a difference. This frustration with inflexibility has been fed back to Welsh Government.

2.3 The assessment of wellbeing is a logical process in order to develop long term goals, but there is too much emphasis on it and not enough scope for a regional or national approach resulting in duplication of effort across PSBs and a substantial amount of officer time allocated. Other partnerships are also required to undertake assessments and whilst information is shared, it does feel as if the legislative requirements encourage working in silos owing to differing requirements and timescales. The needs assessment results in a huge piece of work which serves to affirm the priority areas the community and PSB members had already considered of importance, however once it is then published, it is not looked at again until it is statutorily required to do so. Officers have asked Welsh Government if for this round, consideration is given to a more efficient way of doing this work. This consideration of a regional or national approach is vital for implementation this time. Since the last needs assessment, all organisations have seen significant budget cuts and a reductions in research teams personnel. There will be

significant capacity issues to do this work on a local level and owing to Covid, a lot of data sets have not been published this year.

3. Support provided to public bodies by the Future Generations Commissioner.

- 3.1 The Commissioners' office has produced a significant amount of information and recommendations. They are a friendly approachable team but contact is limited and mainly by email/ newsletters and focussed at an officer level rather than senior managers. Whilst they recommendations and ideas are all worthy, it has reached the point where it is overwhelming and does not appear to acknowledge the financial pressures organisations are under to make cuts. There are several layers of frameworks and recommendations and it is not always clear what should, and what is feasible to apply. Some reports have been of such considerable length (800 pages) or in such a format (journey checkers) that work has taken place by agencies to make sense of the salient points - which the Commissioner's office have then asked for. Some of the ideas and good practice would be fantastic to pilot, but set against a backdrop of significant year on year budget cuts, they are often beyond our reach. Even if the output would be a real benefit, all new projects need the upfront funding to develop, project manage, and implement and this requires an injection of funding.
- 3.2 The support provided is by email and most correspondence is about telling PSBs what action to take rather than providing support. Owing to the commissioners' office capacity, feedback on annual reports was only published when the next year's annual reports had been written, making it too late to incorporate suggestions.

4. The leadership role of the Welsh Government.

- 4.1 We have had regular attendance from a Welsh Government representative at the PSB. This has just changed to a representative from CIW, which is helpful to make links with Social Care partnerships. However we need strong links to feed issues into Welsh Government and feedback to the PSBs. The role needs to change from an observer that of a close advisor and strengthen links back to Welsh Government.
- 4.2 It feels that Welsh Government themselves still have a way to go to embed the principles of the Act in to their own ways of working and to work in an integrated way with other legislative requirements, and therefore feed this into their approach to policy decisions and requirements from Local Authorities. Given that we are to look to the longer term, the annual funding cycles do not assist this shift in mindset.

5. Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

- 5.1 The different legislative requirements has resulted in a complex map of partnerships and legislation which can lead to conflicting or out of synch timescales, and a lack of clarity as to what difference the PSB can make.
- 5.2 Covid has required a significant multi-agency response and has shown the vital role local government plays in community resilience. As a result PSB meetings were cancelled. However this is not to imply that collaboration did not occur, rather that it took place through the emergency planning TCG and SCG frameworks. The PSB has reassessed priorities in light of Covid. Owing to capacity PSB priorities have been on hold but is starting to recommence now.
- 5.3 It's been difficult for the PSB to forge a unique role for itself, as there are many other statutory regional partnerships in place whose reason for being is aligned to some of the priorities PSB

recognises (e.g. mental health, economy). This may be further exacerbated with the introduction of CJs. This serves to make a complex landscape with some agencies having to sit on a variety of the same partnership boards just in different counties.

5.4 It is still unclear what the implications of Brexit will be, but it is evident it will result in legislative changes and tariffs.

5.5 The timeline for reviewing our well-being needs assessment may still be too early to understand the impact of Brexit and Covid.

6. How to ensure that the Act is implemented successfully in the future.

6.1 There needs to be greater co-production rather than the current 'inspection and regulator' relationship. There needs to be less prescriptive, longer term flexible funding which pump primes ideas and encourages new initiatives to be tested.

6.2 There needs to be great clarity between the different legislative requirements and complex partnership landscape, so that each partnership is clear about their purpose.

South Wales Fire and Rescue Service Response to the Call for Evidence on Barriers to the Successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

1. Introduction

- 1.1. To support the call for evidence on Barriers to the successful implementation of the Well-being and Future Generations (Wales) Act 2012 it would be meaningful to provide an introduction to South Wales Fire and Rescue Service (SWFRS) and how the Service is working towards the ways of working (WoW) and goals of the Act.
- 1.2. SWFRS has a proud history of working collaboratively and in a targeted risk based manner to deliver prevention, protection and response activities to those at risk across our communities, our mission is to make South Wales safer by reducing risk. The Service is working across many projects and sectors to reduce the risk in our communities. Working collaboratively with partners, analysing where the risk exists and developing early intervention, education and prevention initiatives.
- 1.3. SWFRS is continuing to develop different ways to engage, boosting our social media capabilities, developing networks in our communities and working collaboratively with partners in public and private sectors. This has been significantly impacted by COVID-19, but has enabled the Service to exploit technology to continue to engage with our communities and maintain a contact with one another at our remote work locations across South Wales.
- 1.4. As a Service we recognise our most valuable asset is our people. The Service has a strong culture of learning and development for both operational and corporate staff and is continuing to develop in this area. [The Strategic Equality plan](#) identifies how the Service seeks to build on its success and becomes an employer of choice from currently underrepresented groups. As a public service we are proud to serve all of our diverse communities, and we tailor our services to those that are most at risk.
- 1.5. We are increasingly mindful of the impact of our activities on the environment and are looking to reduce the negative impacts. SWFRS has published its [Carbon Reduction Plan 2020 - 2023](#) and will soon publish our Biodiversity Plan.
- 1.6. We are constantly scanning the environment to seek ways to improve our ICT systems and equipment available to conduct our activities. In recent years we have launched a new website and developed an internal Business Information System, we continue to improve our CORE HR system and look for ways to use technology to ensure operational personnel have the most up to date risk information on known premises and risks. We are aiming to maximise technology more effectively in all aspects of our business. These developments have accelerated during COVID 19 with significant improvements in the availability of technology and new systems being used across the Service area.
- 1.7. The Service is a statutory and active partner of the nine PSB's across our Service area. We actively use this opportunity to be more effective in supporting our community's needs and seek opportunities for collaboration. We have and continue to actively seek opportunities to collaborate on estates management (several of our locations are multi agency occupied).
- 1.8. The annual planning process continues to evolve. The Service carries out a SWOT Analysis and Gap Analysis against the Welsh Governments National Framework for Fire and Rescue Authorities, WBFGA and PSB plans. We review and update future trends analysis and reports and potential impacts on the Service and the communities we serve. Additionally, the Service reviews statistical data and intelligence of past performance. We hold a planning workshop with the Senior

Management Team and Executive Leadership Team and regularly monitor assurance metrics.

- 1.9. The Service has begun a pre-engagement cycle with key stakeholders prior to reviewing our plans and objectives. This early consultation elicits what is important about our Service with various people in South Wales, including staff, public and partners. The survey ran for three weeks and closed August 2020. A key priority next year will be the implementation of the Socio – Economic Duty that Welsh Government was due to commence on the 29th September 2020. Due to Covid-19, this duty has been re-prioritised for the 2021/2022 financial year. We are preparing our Service in readiness for this duty and ensuring that our plans, objectives and decision making reflect this new requirement placed on us. There is Scrutiny of the plan and objectives carried out with the Fire authority. The proposed objectives are subject to public consultation.
- 1.10. The Services ten year strategic plan is available. [Our Strategic Plan 2020-2030](#) introduces new longer-term strategic themes and explains how we intend to continue to deliver high quality services that meet the needs of our communities now and in the future.
- 1.11. The Business Management Information System has been developed so that we can map each of the actions supporting the objectives against the WGFBA WoW and also the Goals, in addition to other plans, actions and objectives that we are also required to work to. When setting the business plan actions the action owners are asked to consider which WoWs and Goals the action supports. We are ensuring that consideration of the Act is taken at the planning, formation and action setting stage.
- 1.12. SWFRS is fortunate that the ethos of the organisation in education and preventative work means that we already have strong partnership working practices that now are being fully supported by the Act.
- 1.13. The main strengths we believe are the fact that SWFRS has at its heart the aim of early intervention, education, prevention and youth engagement, the adage of prevention being better than cure is so true. Our activities range from working with young children in schools, children at risk of offending, our work within the criminal justice system and prisons, as well as working with the many vulnerable members of our communities. We run engagement programs in communities with multiple generations of unemployed, our Fire Cadets Schemes, as well as our community safety work and our wider support of local charities and community action is often undertaken in staff's own time. This work has forged extremely strong partnerships with partner agencies and community groups, families and individuals.
- 1.14. The general challenge for SWFRS is the challenge of providing the service we do across the 10 unitary authorities we cover, each with very differing needs, requirements and risks. The involvement of the 9 PSB's is welcomed and vital in this work but brings its own challenges with capacity and in minimising the bureaucracy and satisfying multiple and varied demands and needs of our diverse communities. This is not something that we shy away from, in fact we welcome this, but it causes resource and capacity issues for the Service, many of the PSBs are focussed on smaller local authority areas and not on the wider community.
- 1.15. We believe that in SWFRS we are contributing to the achievement of the well-being goals by taking reasonable steps to meet our well-being objectives and that we are working in ways that are consistent with the sustainable development principle.

2. The call for evidence key lines of enquiry have been addressed individually in the paragraphs below:

2.1. Awareness and understanding of the Act and its implications.

- 2.1.1. There does not appear to be local independent reporting around how successful individual organisations are performing against the Act (in response to the annual reports that they have produced) – each organisation’s audit of their performance against the Wellbeing Act appears to be self-generated and specific feedback to each organisation has been limited. It is suggested that adopting an approach similar to Audit Wales of specific organisational feedback would be of benefit to individual organisations to assist in their development of embedding the legislation and its principles.
- 2.1.2. There is an absence of common performance indicators and targets for organisations to report their performance against e.g. staffing, which makes measuring performance and benchmarking difficult.
- 2.1.3. Absence of a recognised reporting requirements framework for the annual Wellbeing reports limits each organisation’s ability to tangibly evidence and measure the extent of any positive outcomes.
- 2.1.4. Seminars, events and even audit reports appear to still be championing the virtues of the Act, as opposed to providing guidance of how to deliver measurable outputs against the Act.
- 2.1.5. Some organisations serve geographical areas that cover several PSBs – the priorities of PSBs are often conflicting, which could cause these organisations to lose sight of the overarching purpose of the Act.

2.2. The resources available to public bodies to implement the Act and how effectively they have been deployed.

- 2.2.1. There exists a significant issue around the ability of organisations to effectively plan and implement the Act due to the difficulties with the current annual budget setting cycles. Long term planning becomes problematic when there is little certainty over the longer term availability and sustainability of adequate budgets. This has become even more of an issue given the current level of public spend as a consequence of Covid.
- 2.2.2. The political cycles of the organisation are possibly less of an issue for the Fire & Rescue Authority, although the potential for member turnover from each constituent LA can be an issue. This has impacts upon the knowledge and experience members have of the Authority and its responsibilities where turnover is regular (eg. annual).
- 2.2.3. There is a lack of data sharing, which is proving to be a challenge, with some organisations being more willing to share relevant data to assist with effective service delivery to those who most need it than others. It is hoped that revised WASPI agreements that are being developed will positively assist in this, although cultural issues may require some prioritisation to ease transition.
- 2.2.4. There has been no additional fiscal support made available to engage in delivering outcomes via the PSBs that are not part of an organisation’s statutory outputs.
- 2.2.5. Capacity to adopt additional work streams as part of the PSBs, under the creation of a large number of wide ranging subgroups, places a strain on time and resources and also limits the availability and consistency of officers attending

sub-group meetings/work. This is particularly relevant when covering a large number of PSBs as we do. A more regional approach may assist in this.

2.2.6. Linked to the above point, it is uncertain at the current time whether the introduction of Joint Committees will assist or whether they will become an additional layer of complexity to deal with in addition to the PSBs.

2.3. Support provided to public bodies by the Future Generations Commissioner.

2.3.1. Requests for communications and correspondence are often short notice and can be onerous – the reports that require comments and responses are also often significant in length.

2.3.2. A number of different members of staff from the Commissioner's office expect responses to consultation while limited guidance is provided and there is often little time to complete each consultation.

2.3.3. Reports from the Commissioner's office are generally very lengthy and very generic in nature, making it difficult to pull out key points for a particular organisation. Shorter, more succinct reports, along the lines of Audit Wales reports would be preferable, to include a general themes report and then short specific reports tailored to each organisation.

2.3.4. There appears to be a very limited understanding by staff at the Commissioners office of how public sector organisations work along with the constraints we are expected to work within. Perhaps the allocation of a lead officer for each organisation may assist, so that relevant sector experience can be learnt by the Commissioners staff (again, akin to the approach that Audit Wales take).

2.4. The leadership role of the Welsh Government.

2.4.1. The Welsh Government clearly support the Act, however some of the things that we want to achieve as a Nation need to be enabled by fundamentally changing the focus to that of the longer term, particularly releasing public services from the annual budgetary cycle, enabling a longer term facility for financial planning and stability for long term achievements to be made.

2.4.2. A more joined up approach on information gathering and reporting would also prove beneficial. Currently, we are often asked for information or reports from both organisations which generally are very similar with only moderate differences, but often several months apart. The amount of information required is often substantial and therefore can take a considerable amount of time to generate, particularly when the data required is not statistical but rather narrative in nature. A single combined approach to requests would reduce the organisational impact considerably.

2.5. Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

2.5.1. Different partners within PSB's have differing priorities under a narrow/wider geographical boundary, which limits the ability for cross - boundary working. Consideration of a more regional footprint may assist in a focus on key strategic priorities and more joined up service delivery. This is particularly pertinent for partner organisations that already work on a regional or national footprint.

2.5.2. Some PSB Wellbeing objectives are not always applicable to all partners and therefore involvement in these objectives becomes limited in this situation.

2.5.3. Sharing of data is proving to be a challenge. There are examples of GDPR still being used as a reason not to share data. Some national protocols on sharing of

data between organisations would assist to ensure consistency across the board rather than a regional lottery.

- 2.5.4. The uncertainty of the impacts of Brexit remains and this additional challenge will be addressed as needed. However, there will remain some uncertainty for a period on the fall out for the public sector and the potential financial and resource implications this could create at a time when budgets and staff resources are already under considerable pressure
- 2.5.5. COVID-19 – As a critical service, it has been possible during Covid to maintain our key statutory services to our communities, albeit in modified form. The pandemic has accelerated some changes to the way we deliver services and the way we carry out business, although it is accepted that the restrictions on face to face contacts may have had a disproportionate effect on some of our more vulnerable communities. This could either be as a result of lack of digital platforms or due to vulnerabilities in these communities which prevented such contacts. As we move through the winter, it will be incumbent on us as a Service to evaluate and devise new and innovative ways to reach these communities to improve their outcomes. Partnership working is likely to be key to this, although it is acknowledged that our partners are all at different positions in their level of recovery and organisational priorities at the current time.
- 2.5.6. WG Elections – it is unknown at the current time what the outcome of the forthcoming WG elections will be and therefore this may or may provide additional opportunities or barriers to the implementation of the Act.
- 2.5.7. Staff & Other Resources – streamlining the process of requests through the Commissioner’s office for organisations providing reports and data would assist considerably in internal staff resources required to facilitate this. This is especially important given the increased absence rates caused through Covid and the growing requirement for narrative data sets rather than numerical or statistical datasets. It would also be beneficial if reports provided to Authority meetings, published on the website or provided to other regulators were considered by the Commissioner’s office before requests for the same or similar data were made.

2.6. How to ensure that the Act is implemented successfully in the future.

- 2.6.1. Making it clear how the 2020-2025 defining challenges outlined in the audit report May 2020 will be monitored and assessed over the coming years and what data and information will be required.
- 2.6.2. Creation of case studies and benchmarking information would be useful
- 2.6.3. Encourage a more regionalised approach to PSBs and where appropriate a more joined up approach between PSBs and the new Joint Committees
- 2.6.4. Improve the profile and understanding of the PSBs amongst the public. Move to consistent data collection and reporting wherever possible and where objectives allow.
- 2.6.5. Encourage the PSBs to deliver a robust agenda that defines what success looks like and provides clear direction to sub groups on resources, outcomes and reporting.
- 2.6.6. A dedicated budget for organisations and partnerships to bid against for specific work programmes and projects that support the Act and provide tangible community benefits.



Response to Public Accounts Committee inquiry into Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

Building Communities Trust (BCT) and this response

BCT supports community development work across Wales. We manage the Lottery-funded Invest Local programme – Wales' largest asset-based community development initiative – and run a network of over 120 community based organisations supporting learning and advocacy work.

This response is partly informed by a series of 20 events BCT ran across Wales (before the coronavirus crisis) involving over 250 people from community organisations. We asked them what would help to build stronger communities – and what the barriers were. In many of our conversations people talked directly and indirectly about the barriers and solutions to implementing the Well-being of Future Generations (Wales) Act.

Summary

- Despite pockets of good practice, many public bodies in Wales are still not involving local people and communities to the extent envisaged by the FGA;
- The Act and its statutory guidance provide limited direction on how, and to what extent the duty on public bodies to involve people and communities takes place, leaving it largely at the discretion of public bodies who too often go through the motions without realising real change;
- Building on the strengths and assets of local communities and their organisations is a missing link in the FGA and in wider Welsh Government policy where there is no overarching strategy for communities in Wales or a minister who is clearly responsible;
- The FGA could be implemented more successfully in the future by promoting the role of community-based organisations in the Act; improving public body understanding of the community sector; and Welsh Government better recognising the key role communities and their organisations play in improving wellbeing.

Awareness and understanding of the Act and its implications

From BCTs own experience, awareness and understanding of the Act varies across the community sector in Wales, with smaller community-based organisations and groups less likely to be aware of the Act, while those working more closely with public bodies and/or who are more policy orientated appearing to be more aware of how it works and its implications.

However, in our recent conversations with a diverse spectrum of community organisations from every corner of Wales there appears to be wide ranging frustration that public bodies are not involving or collaborating with them to the extent they should or could. They often describe cross-sector relationships being characterised by poor communication, lack of trust, risk aversion, silo working and – in some cases – professional bias; indicating the Acts ‘five ways of working’ are not changing public body working practices and interactions on the ground to the extent envisaged by the Act.

These experiences are supported by wider evidence from Welsh Government’s own National Wellbeing Indicators and National Survey,¹ and a recent reviews of the Acts sustainable development principles by the Future Generations Commissioner² and Audit Wales.³

From BCTs perspective we are concerned that the duty on public bodies⁴ to involve people and communities in achieving the wellbeing goals is not being fully realised. A key reason for this is that the Act and its statutory guidance provide limited direction on how, and to what extent the ‘five ways of working’ take place, leaving it largely at the discretion of public bodies. This has the advantage of allowing for local innovation and flexibility, and the disadvantage of often allowing public bodies to go through the motions without realising real change; as experienced by many of the community organisations we talked to.

Support provided to public bodies by the Future Generations Commissioner.

From our perspective the support and guidance provided to public bodies by the Commissioner is not a barrier to successfully implementing the Act. If anything the

¹ National Wellbeing Indicator 23 shows that over the last 4-5 years people in Wales feel increasingly less able to influence decisions affecting their local area, [Well-being of Wales 2018-19](#), p.79. The [National Survey for Wales](#) also shows that over two-thirds of people don’t feel they have the opportunity to participate in local authority decision-making.

² Future Generations Commissioner for Wales (2020) [The Future Generations Report 2020](#) found that ‘people are often being asked their view on a narrow topic, with public bodies then missing the point about what matters to people...Members of the public have raised concerns about how involved they feel in things that affect them - it is identified as a consistent theme in letters I receive...People feel they have been involved after decisions are made’ p.87

³ Audit Wales May 2020 [examination of the sustainable development principles](#) found that ‘public bodies are often not creating opportunities for citizens to be involved from the early stages of design through to evaluation and they need to do more to involve the full diversity of the population’, p.42

⁴ WBFGA, 2015, Section 5: [The sustainable development principle](#), ‘A public body must take account of the importance of involving other persons with an interest in achieving the well-being goals and of ensuring those persons reflect the diversity of the population’

Commissioners own guidance to public bodies interprets aspects of the Act as taking an asset-based approach to working with communities where public bodies create the conditions where people and communities can be more involved and do the things that matter to them.⁵

However, this is fundamentally undermined by the Acts core statutory guidance which – despite rhetoric around involvement – focuses on engaging people in a more consultative capacity to shape services in line with their needs not their strengths (a deficit approach). This is more in-line with the core reality of the Act while the Commissioners guidance is more of an aspiration which too often is not realised.

The leadership role of the Welsh Government.

Building on the strengths and assets of local communities is a missing link in the Future Generations Act and in Welsh Government policy, with public bodies' duty to involve people and communities not clearly and consistently defined or properly resourced and realised.

In the context of communities, the barriers to the Act realising its ambitions for greater involvement and collaboration are exacerbated by Welsh Government having no overarching strategy for communities in Wales or a minister who is clearly responsible.

This lack of vision at a policy level, alongside a shared understanding of how Government work with communities and local community-based organisations, we believe is a major barrier to successfully implementing the Act.

Any other barriers to successful implementation of the Act

Lack of emphasis on working with community organisations in the FGA is a key barrier to its successful implementation and achieving its goals of improved involvement and wellbeing.

However, in our recent conversations with community organisations across Wales many identified encouraging signs that the Social Services and Well-being (Wales) Act 2014 (SSWBA) is proving more effective at realising similar goals to the FGA by placing clearer and stronger duties on public bodies to promote the development of user-led services and community organisations.⁶ Considering both Acts overlap extensively in their ambition, there is an opportunity for the FGA to learn from the SSWBA section 16 duties to better support the development of citizen and community involvement by working more closely with community organisations.

⁵ Future Generations Commissioner, [Journey to a Wales of Cohesive Communities](#): Guidance from the Commissioner highlights the importance of public bodies' understanding and engaging the full range of assets that already exist within communities. She also provides examples of how they can act as enablers of community action locally, building on existing assets and stimulating greater community involvement.

⁶ [Social Services and Well-being \(Wales\) Act section 16 duty](#) on local authorities to 'promote social enterprises, co-operatives, user led services and the third sector' and the core principles in the Act for public bodies to focus on well-being, people, partnership and prevention.

How to ensure that the Act is implemented successfully in the future.

The Future Generations Acts ambition of improving well-being through public bodies working better with citizens is fundamentally undermined by its inability to fully understand, support and collaborate with local communities and their organisations.

Below we outline three key steps and policy recommendations to help address this issue and aid the successful implementation of the Act in the future:

1. Legislate to strengthen community involvement and collaboration
 - Include a new duty in the Future Generations Act for public bodies to promote the role of community organisations and development of community-run social infrastructure (modelled on the section 16 duty in the Social Services and Wellbeing Act).
 - Public Services Boards should be required to map local community-run infrastructure as part of their assessment of local well-being and collaborate more with existing community organisations.
 - Introduce new legislation enhancing community organisations' right to buy, lease, manage or use land and buildings belonging to public bodies (modelled on parts of the Scottish Community Empowerment Act).
2. Develop Welsh Government's communities' policy and funding to help achieve the Acts 'five ways of working'
 - Develop a Minister-led strategy for building stronger communities, which draws on the expertise of existing community organisations and aims to realise the 'five ways of working' in the Future Generations Act.
 - Create a £5m Communities Challenge Fund (based on the Foundational Economy model) to test ways for developing coproduction, collaboration and mutual understanding between communities, their organisations and public bodies.
 - Introduce a new National Well-being Indicator, measuring community-run social infrastructure by local authority area.
3. Improve knowledge, understanding and best practice of how communities can successfully support implementation of the Future Generations Act
 - The Equality, Local Government and Communities Committee should carry out an inquiry into the barriers and opportunities to community action in Wales.
 - Develop good practice frameworks and shared learning opportunities for public bodies on collaborative working and building stronger communities through co-production and involvement in partnership with the WLGA and Audit Wales.



**YMATEB GAN AWDURDOD PARC CENEDLAETHOL ERYRI
I'R
ADOLYGIAD GAN Y PWYLLGOR CYFRIFON CYHOEDDUS:
RHWYSTRAU I WEITHREDIAD LLWYDDIANNUS Y DDEDDF LLESIANT
CENHEDLOEDD Y DYFODOL (CYMRU) 2015**

CYFLWYNIAD

Mae Awdurdod Parc Cenedlaethol Eryri yn croesawu'r cyfle i gyfrannu i'r adolygiad gan y Pwyllgor Cyfrifon Cyhoeddus o'r "Rhwystrau i weithrediad llwyddiannus Deddf Llesiant Cenhedloedd Y Dyfodol (Cymru) 2015". Roedd yr Awdurdod yn un o'r rhai cyntaf i fabwysiadu'r Ddeddf (ynghyd â'r ddau Awdurdod Parc Cenedlaethol arall). Rydym wedi diwygio'n gwaith er mwyn cwrdd â gofynion y Ddeddf a chaiff yr Awdurdod ei gynrychioli ar Fwrdd Gwasanaethau Cyhoeddus Gwynedd a Môn, ond nid ar Fwrdd Conwy/Dinbych.

Mae'r Awdurdod yn cydnabod bod angen i'r cyrff cyhoeddus sydd yn gweithredu'r Ddeddf dreulio amser i archwilio'n drylwyr beth yw posibilïadau'r Ddeddf. Ers i'r Ddeddf ddod i fodolaeth yn 2015, cynhaliwyd proses herio er mwyn datblygu Asesiad Llesiant lleol ac i gytuno ar y Cynllun Llesiant Lleol - daeth y gwaith hwn i ben yn 2018. Gan hynny, dwy flynedd yn unig a gafodd sefydliadau i weithredu'r camau yn y Cynllun Llesiant Lleol. Er ei bod yn ddefnyddiol adolygu cynnydd, rydym yn gofyn os ydyw yn rhy gynnar i gynnal adolygiad ystyrlon ar weithrediad y Ddeddf.

1. YMWBYYDDIAETH A DEALLTWRIAETH O'R DDEDDF A'I GOBLYGIADAU.

- 1.1. O ran yr Awdurdod, mae dealltwriaeth da o'r Ddeddf a'i goblygiadau ymysg Aelodau a staff. Roedd yr Awdurdod yn un o'r rhai cyntaf i fabwysiadu'r ddeddf a chynhaliwyd proses gyfathrebu mewnol eang er mwyn sicrhau dealltwriaeth clir ohoni. Cafodd Cynllunio Corfforaethol yr Awdurdod ei ddiwygio er mwyn cymryd i ystyriaeth strwythur y Ddeddf, gyda'r bwriad o gyrraedd y Nodau Llesiant a sicrhau dealltwriaeth clir o'r modd y caiff y gwahanol raglenni gwaith eu gweithredu drwy'r Pum Modd o Weithio. Felly, o safbwynt mewnol, dylai pob Aelod a staff fod yn deall y modd y mae'r Awdurdod yn ceisio gweithredu yn erbyn gofynion y Ddeddf .
- 1.2 Fodd bynnag, mae hyn yn wahanol i lwyr ddeall potensial y Ddeddf i effeithio'n sylweddol ar ein gwaith ac ar y Parc Cenedlaethol a'i gymunedau. Mae elfen o chwilio a chanfod ynghlwm wrth hyn a thros amser y bydd yr Awdurdod yn gwella'i ddealltwriaeth o fanteision y Ddeddf.
- 1.3 O gymharu gyda deddfwriaeth yn gyffredinol, mae ymwybyddiaeth o'r Ddeddf hon ymysg rhanddeiliaid yn uchel, ond mae dealltwriaeth o'r Ddeddf yn llawer is. Yn aml defnyddir y Ddeddf er mwyn cyfiawnhau - a lloïo dros – y dulliau gweithredu a ffafrir, heb ddeall os ydym yn cyflawni'r Ddeddf.

2. YR ADNODDAU SYDD AR GAEL I GYRFF CYHOEDDUS WEITHREDU'R DDEDDF A PHA MOR EFFEITHLON Y CAWSANT EU DOSBARTHU.

- 2.1 Nid yw'r Awdurdod yn derbyn unrhyw adnoddau penodol ar gyfer cyflawni'r Ddeddf, fodd bynnag, mae'n credu y dylai ddyrannu ei adnoddau – ariannol ac fel arall – gan gadw'r Ddeddf mewn golwg. Mae ethos y Ddeddf yn adlewyrchu'r gwerthoedd y tu cefn i ddynodi'r ardal fel Parc Cenedlaethol ac mae'r pum modd o weithio yn sylfaenol yn ein dulliau o weithredu.
- 2.2 Mae'r Awdurdod wedi newid ei broses cynllunio corfforaethol i gydymffurfio gydag amcanion y Ddeddf. Fodd bynnag, yn unol â'r gofynion cyflwynir y gyllideb yn unol â Chodau CIPFA, er ein bod yn ceisio cynnwys adran yn ein Cynllun Corfforaethol ac Adnoddau yn manylu ar faint o arian a ddyrennir i bob un o'r nodau.
- 2.3 Nid yw'r Ddeddf wedi arwain at newid sylweddol yn y modd y mae cyrff cyhoeddus yn cyllido nac at symudiad sylweddol tuag at greu cyllidebau a rennir ar draws gwahanol sefydliadau. Oherwydd y cyfyngiadau cyllido sydd ar y rhan fwyaf o aelodau PSBs, nid yw'n syndod bod llawer o gynnydd wedi ei wneud trwy rannu cyllidebau. Mae lefel dealltwriaeth /diddordeb ac hefyd amrywiaeth blaenoriaethau ymysg gwahanol aelodau o unrhyw PSB yn fater y mae'n rhaid ei gydnabod. Mae'r gwahanol ofynion craffu a chyllido ymysg sefydliadau hefyd yn ffactor.
- 2.4 Mae'r Byrddau Partneriaeth Rhanbarthol, sydd â nifer o swyddogaethau tebyg i rai'r Byrddau Gwasanaethau Cyhoeddus, wedi cael y cyfle i gyflwyno cais am gyllid sylweddol trwy Gronfa Gofal Integredig Llywodraeth Cymru. Bydd hyn yn creu diwylliant o gydweithio a rhannu cyllidebau a gallai fod yn fodel i'w ystyried ar gyfer PSBs.
- 2.5 Hyd at 2020, roedd PSBs yn elwa o gyllid oddi wrth Lywodraeth Cymru i ariannu Cydlynnydd Rhanbarthol. Fodd bynnag, cafodd y cyllid hwnnw ei ddiddymu yn 2020. Gyda gwaith yn cychwyn ar ddatblygu Aseiad Llesiant newydd, mae'n anffodus na chaiff yr adnodd gwerthfawr hwn ei gefnogi'n ariannol.

3. CEFNOGAETH A DDARPERIR I GYRFF CYHOEDDUS GAN GOMISIYNYDD CENEDLAETHAU'R DYFODOL.

- 3.1 Mae Comisiynydd Cenedlaethau'r Dyfodol wedi darparu cefnogaeth a gosod heriau sylweddol i gyrff cyhoeddus ym mlynnyddoedd cynnar y Ddeddf. Ceir ffrwd reolaidd o ddogfennau, cyngor ac atborth ar rai adroddiadau. Mae'r rhai hyn yn darparu ystod eang o syniadau ac awgrymiadau ar ddulliau gweithio. Er bod y wybodaeth yn ddefnyddiol iawn, mae graddfa'r wybodaeth a ddarperir yn ei gwneud yn anodd i gyrff cyhoeddus allu manteisio i'r eithaf arnynt. Hefyd, mae Archwilio Cymru yn archwilio cyrff cyhoeddus penodol yn erbyn y Ddeddf hon ac mae'n bosibl bod hyn yn arwain at ddryswch a blinder.
- 3.2 Efallai y byddai'r Comisiynydd yn elwa oddiwrth ddeialog mwy rheolaidd gyda chyrrff cyhoeddus a PSBs er mwyn adnabod pa gefnogaeth sydd ei hangen arnynt ac yna teilwrio'r gefnogaeth a ddarperir i fod yn addas i anghenion cyrff cyhoeddus a PSBs.

4. RÔL ARWEINIOL LLYWODRAETH CYMRU.

- 4.1 Mae cyrff cyhoeddus yn derbyn gohebiaeth reolaidd oddi wrth Lywodraeth Cymru ar y Ddeddf ac mae Llywodraeth Cymru yn wastad wedi hyrwyddo'r Ddeddf. Mae'r tîm noddi o fewn Llywodraeth Cymru hefyd yn hyrwyddo ac yn darparu canllawiau ar y Ddeddf wrth iddynt sefydlu ein blaenoriaethau strategol.

5. UNRHYW RWYSTRAU ERAILL I WEITHREDU'R DDEDDF YN LLWYDDIANNUS (e.e. BREXIT, COVID, ayb).

- 5.1 Er bod yna ddigwyddiadau penodol megis Brexit a Cofid fydd yn rhwystro'r Ddeddf ar y cychwyn, bydd y Ddeddf yn cynnig fframwaith ar y modd y gallwn ymateb i rai o'r heriau hyn.

6. SUT GELLIR SICRHAU BOD Y DDEDDF YN CAEL EI CHYFLAWNI'N LLWYDDIANNUS YN Y DYFODOL.

- 6.1 O ran ei chyflawni, mae'r Ddeddf yn awr mewn dyddiau cynnar, ac mae cyrff cyhoeddus a PSBs yn parhau i geisio darganfod ffyrdd o gyflawni'r newid sylweddol y mae'r Ddeddf yn ceisio ei hyrwyddo. Yng ngoleuni hyn, ni ddylid cyflwyno unrhyw newidiadau mawr ar hyn o bryd.
- 6.2 Tra bod cyrff cyhoeddus lleol yn perthyn i drefn sy'n seiliedig ar y PSB, yr Asesiad Llesiant a'r Cynllun Llesiant, mae'n anoddach gweld sut mae sefydliadau sy'n gweithredu ar lefel cenedlaethol (ag eithrio Cyfoeth Naturiol Cymru) yn gallu dod yn rhan o'r dull hwn o weithio. Gellid rhoi ystyriaeth i'r modd y gallai sefydliadau megis yr Amgueddfa Genedlaethol a Chyngor y Celfyddydau gyfrannu tuag at - ac elwa oddiwrth - weithio gyda sefydliadau sydd yn canolbwyntio ar ôl troed leol neu ranbarthol.



**RESPONSE FROM SNOWDONIA NATIONAL PARK AUTHORITY TO
THE REVIEW BY THE PUBLIC ACCOUNTS COMMITTEE:**

**BARRIERS TO THE SUCCESSFUL IMPLEMENTATION OF THE
WELL-BEING OF FUTURE GENERATIONS (WALES) ACT 2015**

INTRODUCTION

The Snowdonia National Park Authority welcomes the opportunity to contribute to the review by the Public Accounts Committee, into the “Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015”. The Authority was an early adopter of the Act (along with the other two Welsh National Park Authorities). We have amended our work to meet the requirements of the Act and the Authority is represented on the Gwynedd and Mon Public Services Board, but not on the Conwy/Denbigh Board.

The Authority recognises that the public bodies implementing the Act, need to be given time to fully explore the potential of the Act. While the Act came into being in 2015, there was a challenging process to develop a local Well-being Assessment and to agree the Local Well-Being Plan, which was completed in 2018. Therefore organisations have only had two years to implement the actions of the Local Well-being Plan. While it is useful to review progress, we would question whether it is too early to undertake a meaningful review of the implementation of the Act.

7. AWARENESS AND UNDERSTANDING OF THE ACT AND ITS IMPLICATIONS.

- 1.1. In terms of the Authority, there is a good understanding of the Act and its implications amongst Members and staff. The Authority was an early adopted and undertook an extensive internal communications process to ensure that there was a clear understanding of the Act. The Authority’s Corporate Planning was amended to take account of the architecture of the Act, with outcomes aligned to the Well-Being Goals and a clear understanding of how different work programmes are delivered through the Five Ways of Working. Therefore, from an internal perspective all Members and staff should have an understanding of how the Authority is seeking to deliver against the requirements of the Act.
- 1.2 However, this is different to truly understanding the potential of the Act to make a significant impact on our work and the National Park and its communities. There is an element of trial and error with this and over time the Authority will improve its understanding of the benefits of the Act.
- 1.3 When compared with other legislation the awareness amongst stakeholders of this Act is high, however, the understanding of the Act is far less. The Act is often used to justify and lobby for a favoured course of action, without an understanding of how the Act is implemented.

8. THE RESOURCES AVAILABLE TO PUBLIC BODIES TO IMPLEMENT THE ACT AND HOW EFFECTIVELY THEY HAVE BEEN DEPLOYED.

- 2.1 The Authority does not receive any specific resources to deliver the Act, however, considers it needs to allocate its resources both financial and non-financial giving due consideration to the Act. The ethos of the Act mirrors the values of designating the area as a National Park and the five ways of working underpins our means of delivery.
- 2.2 The Authority has changed its corporate planning process to align it to the goals of the Act. However, as is required its budget is presented according to CIPFA Codes, although we do try and include a section in our Corporate and Resources Plan highlighting how much money is allocated to each of the goals.
- 2.3 The Act has not led to a significant change in how public bodies budget or any significant movement in creating shared budgets across different organisations. Due to the funding constraints on the majority of PSB members, it is not surprising that much progress has been achieved on shared budgeting. The level of understanding/interest combined with different priority given to such between the different members on any PSB is a matter that needs to be acknowledged. The differing scrutiny and accounting needs between organisations is also a factor.
- 2.4 The Regional Partnership Boards, which have a number of similar functions to Public Services Boards, have had an opportunity to bid for significant funding through the Welsh Government's Integrated Care Fund. This will create a culture of joint working and shared budgeting and could be model considered for PSBs.
- 2.5 Until 2020, PSBs benefited from funding from the Welsh Government to support a Regional Co-ordinator. However, that funding was discontinued in 2020. With work commencing on developing a new Well-being Assessment it is unfortunate that this valuable resource will not be supported.

9. SUPPORT PROVIDED TO PUBLIC BODIES BY THE FUTURE GENERATIONS COMMISSIONER.

- 3.1 The Future Generations Commissioner has provided significant support and challenge to public bodies during the early years of the Act. There is a regular stream of documents, advice and feedback on some reports. These provide a wide range of ideas and suggestions on ways of working. While the information is very useful, the scale of the information provided makes it difficult for the public bodies to engage fully. Additionally, Audit Wales audits relevant public bodies against this Act and there is potential of confusion and fatigue.
- 3.2 The Commissioner may benefit in having a more regular dialogue with public bodies and PSBs to identify what support they require and tailor the support provided to the needs of public bodies and PSBs.

10. THE LEADERSHIP ROLE OF THE WELSH GOVERNMENT.

- 4.1 Public bodies receive regular correspondence from the Welsh Government on the Act and the Welsh Government has regular promoted the Act. The sponsoring team within Welsh Government also promote and provide guidance on the Act when setting our strategic priorities.

11. ANY OTHER BARRIERS TO SUCCESSFUL IMPLEMENTATION OF THE ACT (E.G. BREXIT, COVID, ETC.).

- 5.1 While there are specific events such as Brexit and Covid that will impact on implementation, the Act will provide a framework on how we can respond to some of these challenges.

12. HOW TO ENSURE THAT THE ACT IS IMPLEMENTED SUCCESSFULLY IN THE FUTURE.

- 6.1 The Act is in its early days of implementation and public bodies and PSBs are still working through how to implement the significant change the Act seeks to achieve. In view of this there should not be any large scale change at this time.
- 6.2 While local public bodies fit into a local architecture based on the PSB, the Well-being Assessment and Well-being Plan, it is harder to see how organisations functioning on a national level (with the exception of Natural Resources Wales) fit into this way of working. Consideration could be given to how organisations such as the National Museum and Arts Council can contribute to and benefit from working with organisations working on a local or regional footprint.

	The Welsh NHS Confederation response to the Public Accounts Committee's inquiry into barriers to implementing the Well-being of Future Generations (Wales) Act 2015.
Contact:	██████████ Policy and Public Affairs Officer ██
Date:	27 November 2020

Introduction

1. The Welsh NHS Confederation welcomes the opportunity to respond to the Public Accounts Committee's inquiry into barriers to implementing the Well-being of Future Generations (Wales) Act 2015.
2. The Welsh NHS Confederation represents all the organisations that make up the NHS in Wales: the seven Local Health Boards, three NHS Trusts and Health Education and Improvement Wales (HEIW). We support our members to improve health and wellbeing by working with them to deliver high standards of care for patients and best value for taxpayers' money. We act as a driving force for positive change through strong representation and our policy, influencing and engagement work. We also host [NHS Wales Employers](#).
3. Earlier this year, the Welsh NHS Confederation published a briefing, [The journey towards delivering the Well-being of Future Generations Act \(2015\) across NHS Wales](#) and a [podcast](#) with the Commissioner. The publication and podcast provide an overview of some of the projects and initiatives currently being delivered by NHS organisations as part of the journey to implementing the Well-being of Future Generations (Wales) Act 2015, starting with adopting small changes and moving on to deliver greater changes. We have also recently held a successful [webinar](#) with the Commissioner, attended by our members, stakeholders and colleagues across the UK, to discuss the impact of COVID-19 and what public sector bodies, including the NHS, could be doing to support the health and wellbeing of the population now and in the future.
4. In September 2020, the Welsh NHS Confederation published its Senedd election briefing, [Valuing, Engaging and Delivering: A health and care system for future generations](#), which sets out a number of key calls for the next Welsh Government. The briefing was developed following extensive engagement with our members and called for the next Welsh Government to introduce performance measures that focus on quality-based outcomes, prevention, community services and whole-system collaboration. The call was made due to the fact that the current NHS performance targets focus too specifically on acute and secondary care and do not always support the system to grow and redesign, such as moving services into primary and community care and preventative services. While targets have a role to play, we must also look at the bigger picture, instigating a whole system change in the way treatment is delivered, how services are provided, and population health measured. A key driver within this is the Well-being of Future Generations (Wales) Act 2015. To improve population health and wellbeing further, it is vital that meaningful person-centred performance measures and frameworks are developed across health and social care which focus on patient experience, clinical outcomes, prevention, whole-system collaboration and applying value

based healthcare (which is delivering outcomes that matter most to patients for the same or lower cost).

Awareness of the Act and its implications

5. Overall, awareness of the Well-being of Future Generations (Wales) Act 2015 among NHS Wales Board members (that is, Chairs, Chief Executives and Executive Directors) is high. The Future Generations Commissioner's office meets annually with the NHS Chairs Peer Group. The Commissioner has also engaged with individual Health Boards and Trusts, particularly in relation to sharing resources and other materials to support organisations' efforts to implement the Act. The Wales Audit Office paper, '[Reflecting on Year One: How Have Public Bodies Responded to the Well-being of Future Generations \(Wales\) Act 2015?](#)', published in May 2018, has also supported NHS Wales leaders' awareness of the Act and its implications for their individual organisation.
6. Outside of NHS Wales organisations' Board members, awareness of the Act and its implications is mixed. In some areas, NHS staff have an excellent understanding of the legislation and its significance within their role and department. This is particularly true for NHS staff working in early years services, environmental services and mental health services for example, with clear plans in place around how the vision outlined in the Act is to be implemented. There is also a good general understanding of the Act and its implications among planning and strategy teams, capital planning teams, and public health teams. However, for more acute secondary care services, specifically for clinical frontline staff, understanding of the Act and what it means for the specific role is based more on an individual's knowledge rather than departmental awareness.
7. Moreover, the Act is multi-faceted and complex, and while NHS Wales organisations welcome the high-level, simplified resources available via the Future Generations Commissioner's website that clarify what the legislation is in simple terms, NHS Wales organisations feel that challenges remain around conveying a single, clear message around what the legislation means for individuals, communities, organisations and their staff.
8. Finally, further steps are needed to achieve greater awareness of the Act and what it means for members of the public and for Welsh communities. Our members recognise that the NHS, as the largest employer in Wales and an institution that plays such a key role in contributing to the wellbeing of local populations, has a key role to play in supporting the Commissioner to increase awareness and understanding of the Act and the principles within it.

Resources available to public bodies to implement the Act and how effectively they have been deployed

9. Across Wales, small amounts of funding have been made available to Local Authorities in recent years to support the work of Public Service Boards (PSBs) in implementing the Act. However, this funding was not allocated this year (2020 – 21) due to the COVID-19 pandemic and it is unclear whether the funding will be made available in the Welsh Government's budget for 2021-22, or in future years..

10. While Health Boards make small financial contributions to PSBs from their own individual budgets, Health Boards do not receive financial support or resources from the Welsh Government to support the implementation of the Act. The expectation is that implementing the Act falls within a Health Board/Trust's core business responsibilities and so it is therefore absorbed by a number of individuals' budgets within each organisation who lead on implementing the Act. In recent years, many of these roles have had to be broadened to encompass the significant reporting responsibilities that compliance with the Act entails.
11. NHS Wales organisations recognise that implementing the Act should be a key part of core business, both on an organisational level and an individual level. However, developing the level of knowledge and robust partnerships with key partners, particularly PSBs and Regional Partnership Boards (RPBs), takes time and workforce capacity, particularly when, as mentioned, there is no specific financial resource available to support this process. In addition, some Health Boards are members of numerous PSBs that sit within the Health Board footprint. The strategic priorities of each PSB are not necessarily identical, which can lead competing priorities for the Health Board to take forward in this space. While RPBs sit on a Health Board footprint, PSBs sit on a Local Authority footprint, and as highlighted in our Senedd election briefing, there are challenges with the governance arrangements around RPBs and PSBs. Further clarity is required around the relationship between RPBs and PSBs so that they work in an interconnected and joined-up way.
12. Finally, implementing the Act is particularly challenging for NHS Wales organisations currently in targeted intervention/enhanced monitoring. The main reason for this is because the Act sets out the requirement for public bodies to adopt a long-term vision that embodies the well-being goals and ways of working, but this is challenging when a NHS organisation is required to submit a number of annual plans to the Welsh Government within a strategic context as opposed to an Integrated Medium-Term Plan (IMTP), which clearly would allow for a greater emphasis on planning for the longer-term. Those NHS organisations that have recently seen their level of escalation reduce (e.g. from 'targeted intervention' to 'enhanced monitoring') recognise that this is an opportunity to reconsider how the organisation implements the Act more comprehensively despite pressures across the system brought about by the COVID-19 pandemic.

Supported provided to public bodies by the Future Generations Commissioner

13. There have been two main ways in which NHS Wales organisations have interacted with the Future Generations Commissioner, particularly since the beginning of the COVID-19 pandemic. Firstly, NHS Wales organisations have responded to a number of requests from the Commissioner's office to provide information e.g. measuring progress against the '80 simple changes', completing self-assessment forms and responding to a specific procurement review; and secondly, through attending webinars and virtual workshop events convened by the Commissioner's office. NHS Wales organisations recognise that the Commissioner's team produces a significant amount of material, including raising awareness of ways of working that could be adopted on a Health Board level.

14. However, while the volume of material produced by the Commissioner's office is comprehensive, the extent to which the role of the Commissioner's office is to adopt a 'hands on' approach to supporting NHS Wales organisations in implementing the Act is not always clear. NHS Wales organisations would welcome more practical support opportunities from the Commissioner's office - aimed at Chairs, Chief Executives, Independent Members and Executive Directors – to support their understanding of how they can apply the duties of the Act within their corporate decision making, scrutiny, assurance roles and wider legislative frameworks that they have to work in.

The leadership role of the Welsh Government

15. NHS Wales organisations note that the Well-being of Future Generations (Wales) Act 2015 is increasingly being referred to in Welsh Government policy documents, guidance and budgets. However, our members feel that greater clarity could be provided in this guidance around how accountability and performance management arrangements on an organisational level reflect the legislation's requirements.

16. One of the key policy drivers for the NHS is the Welsh Government's long-term plan for health and social care, [*A Healthier Wales*](#). The vision and the Quadruple Aim set out within the Plan clearly aligns with the Well-being of Future Generations (Wales) Act 2015 and provides the mechanism for health and social care to contribute to achieving the goals defined in the Act. *A Healthier Wales* is fundamentally about supporting people to live healthy, happy lives and supporting a cross-sector approach to supporting people to stay well at home. NHS organisations welcomed the publication of *A Healthier Wales* in June 2018 and are supportive of the vision for a health and care system that is focused on wellbeing and preventing illness. This means having a health and care system that supports people to stay well - not just treat them when they become ill. Putting people at the heart of everything the NHS does and designing services through co-production, a key part of delivering this vision, is reflected by the ten national Design Principles in *A Healthier Wales*. *A Healthier Wales*, through its emphasis on healthy communities and the 'health in all policies' approach, is a lens through which we can identify and support new models of health and social care so they can be scaled-up across Wales. Since *A Healthier Wales* was published, NHS organisations across Wales have been working to deliver the vision set out in the long-term plan for health and social care.

17. A number of Welsh Government funding streams continue to be time-limited in nature which hinders long-term planning and the shift towards prevention on an organisational level. While IMTP planning guidance does include a section on the Well-being of Future Generations (Wales) Act 2015, this is not referenced as a cross-cutting theme, which could be construed as being at odds with the broad-ranging focus that the Act is designed to adopt. Rather than focusing on delivering the long-term goals set out under the Well-being of Future Generations (Wales) Act 2015, organisations' IMTPs focus predominately on short to medium-term delivery issues e.g. tier 1 targets and waiting times. While thinking about the long-term and prioritising prevention, and embedding the principles of the legislation,

are principles that NHS Wales organisations fully support, the pressures across the health system, with increasing demand for NHS services, the challenges NHS organisations face in responding to COVID-19 and the uncertainty surrounding the Welsh Government's financial settlement for 2021/22 and beyond, mean that it is increasingly challenging to deliver the resources that would be required to implement the vision set out in the legislation while pressures are so acute.

Any other barriers to successful implementation of the Act

18. The UK's departure from the European Union (and the uncertainty around whether a deal will be struck, and if so, what that means for the Welsh Government and NHS Wales), alongside pressures across the system as both a direct and indirect result of the COVID-19 pandemic, are both potential barriers to the further implementation of the Act.
19. In relation to COVID-19 pressures, NHS Wales organisations recognise the increasing evidence base that suggests under-represented groups, particularly BAME groups and the most economically deprived groups, have experienced disproportionately poor outcomes since the beginning of the pandemic. Our members are considering how they can further support deliver a more equal Wales and the impact COVID-19 has had on population health.
20. Our members feel that delivering on the Act should not be 'de-prioritised' due to COVID-19 and/or EU transition pressures – rather, there is opportunity here to embed some of the ways of working that the legislation puts forward in NHS Wales' collective response to these challenges and an opportunity to reset the NHS to make it sustainable in the future.

How to ensure the Act is implemented successfully in future

21. NHS Wales organisations feel that placing the Act 'front and centre' of all future legislation and policy guidance would be a helpful step towards supporting public bodies to implement the Act in future. This needs to be done alongside increasing awareness of the Act, and the vision it serves to deliver, on a local level. This means engaging more closely with the wider public sector (e.g. schools and community groups) to increase public understanding. The idea that everyone has a role to play in implementing the Act and realising its benefits needs to be upscaled and sold more widely. To do this, consideration could be given to a Well-being of Future Generations (Wales) Act 2015 Citizen Panel.
22. As mentioned previously, the provision of more focused support (whether it be financial or more practical) from Welsh Government would be welcomed by NHS Wales organisations to support the delivery of the Act in future. This support should, above all, seek to embed an understanding on a Health Board level of what experience, knowledge and skills are required to implement the requirements of the Act to the fullest possible extent. In the short-term, this could likely be simply a matter of building additional capacity into the system.
23. Health Education and Improvement Wales (HEIW) has worked closely with Social Care Wales to produce the first integrated health and social care workforce

strategy, which was published in October 2020. Among the objectives of the strategy is to build on the foundations of the Well-being of Future Generations (Wales) Act 2015 to create an engaged, healthy, flexible, responsive and sustainable workforce for the future that is reflective of Wales' diverse population, Welsh language and cultural identity. HEIW is recognised by the Welsh Government as a component part of implementing the Act despite the fact that the organisation is not listed among the public bodies that the legislation applies to directly.

24. Finally, it should be recognised that while the legislation is applicable to public bodies in Wales, the private sector, and other sectors not named within the Act, also have a responsibility (even if not a legal one) to support the implementation of the Act through, for example, ethical business practices and procedures that support employee wellbeing and support employment in local areas, which has an indirect but well-defined link to population health. For example, the Welsh Ambulances Services NHS Trust (WAST) is not named specifically in the Act, but since the Act was introduced, WAST has been implementing the principles of the Act across the organisation and in their core business. It is suggested that the Future Generations Commissioner's office could leverage support among private sector organisations in this space.

Additional comments

Welsh NHS Confederation MOU with the Arts Council of Wales

25. The Act has provided the NHS, and the Welsh NHS Confederation, with the legislative framework to work in partnership with a range of organisations to support the prevention and wellbeing agenda. For example, in September 2017, the Welsh NHS Confederation and the Arts Council of Wales signed our first Memorandum of Understanding (MOU) to support both the NHS and the arts to further embed the five ways of working within the Well-being of Future Generations (Wales) Act 2015. We have been working in partnership with the Arts Council of Wales to develop joint areas of work in furtherance of the shared goal of improving the awareness of the benefits that the arts can bring to health and well-being and creating a more equal, cultural and more sustainable Wales as required within the legislation.
26. We recently [published](#) a short infographic which summarises what has been achieved during the first MOU and signed our [second MOU](#) earlier this month. The second MOU further develops our partnership working and emphasises how we can work together to raise awareness with the people of Wales around the benefits of being creatively active for people to enjoy and lead more active, more equal and healthier lives. As the Arts and Health Co-ordinator at Swansea Bay University Health Board recently stated, "*What can be achieved by working in partnership and across sectors is exponentially greater than what we can achieve alone.... As one patient said to me recently, 'Having live music on the hospital wards is the biggest transformation in health in years'. I call it bringing disruptive joy*".

Conclusion

27. Since the Act was introduced, NHS organisations have been working to deliver innovative care models which help to create long-lasting and positive change to current and future generations. While NHS organisations are maximising their contributions to the seven well-being goals, they are also delivering against a backdrop of significant pressure on their Emergency Departments and primary and community care services to support people with COVID-19, and long-COVID, and treat people with complex needs or long-term conditions. This increase in demand means the NHS needs to continue to adapt and focus on innovative models of care, working across the public sector, to ensure our communities are brought closer together, with early interventions and prevention at the heart of what we do.



Rhwystrau ar ffordd Gweithredu Deddf Llesiant Cenedlaethau'r Dyfodol (Cymru) 2015 yn llwyddiannus

Tystiolaeth Ysgrifenedig gan Raglen Gyda'n Gilydd Dros Newid Sir Benfro

26 Tachwedd 2020

1. Rhaglen Gyda'n Gilydd Dros Newid Sir Benfro yw'r fenter dan arweiniad y Trydydd Sector (Gofal Solfach, PAVS a PLANED) a ariennir gan Gronfa Etifeddiaeth COVID-19 Cronfa Gymunedol y Loteri Genedlaethol i gadw a chynnal y newidiadau cadarnhaol sydd wedi deillio o'r pandemig. Cychwynnodd y Rhaglen ym mis Mawrth 2020 a – thrwy weithio mewn partneriaeth – mae'n ceisio cynorthwyo adferiad a meithrin cydnerthedd cymunedol yn unol â Deddf Llesiant Cenedlaethau'r Dyfodol (Cymru) 2015 (y cyfeirir ati wedi hyn fel y Ddeddf). Rydym wedi cynnwys yn yr ymateb hwn rai o'r camau yr ydym wedi eu cymryd yn llwyddiannus i ddatblygu'r gwaith o gyflawni'r Ddeddf.
2. Rydym yn cytuno'n fras â chasgliadau Comisiynydd Cenedlaethau'r Dyfodol yn ei hadolygiad o gynnydd mewn gweithredu'r Ddeddf, fel y'u nodwyd yn Adroddiad Cenedlaethau'r Dyfodol 2020, yn yr ystyr, er bod peth cynnydd wedi digwydd, bod yna lawer eto i'w wneud. Rydym yn ateb y 6 mater y mae'r ymgynghoriad yn holi yn eu cylch o'r safbwynt mai drwy adeiladu a chryfhau cymunedau a'r grwpiau cymunedol sy'n eu cefnogi y gellir gweithredu'r Ddeddf yn llwyddiannus. Rydym yn defnyddio'r term 'cymunedau' yn yr ystyr ddaearyddol yn bennaf yn ein hymateb.
3. Rydym wedi ymdrin â phob elfen yn yr ymgynghoriad yn ei thro fel a ganlyn:
4. **(1) Ymwybyddiaeth a dealltwriaeth o'r Ddeddf a'i goblygiadau.**
 - (a) Rydym wedi cynnal llawer o gyfarfodydd gyda grwpiau a rhwydweithiau cymunedol ar lawr gwlad yn ystod y pandemig i drafod eu profiadau, eu cynlluniau a'u hanghenion ar gyfer y dyfodol er mwyn cefnogi lles eu poblogaethau. Fodd bynnag, ni welsom unrhyw gyfeiriad penodol yn cael ei wneud at y Ddeddf. Nid yw hynny'n golygu nad oedd eu hymatebion yn adlewyrchu'r dyheadau neu o leiaf agweddau ar y Ddeddf. Sefydliadau cyfryngol y Trydydd Sector, yn bennaf, oedd yn tynnu sylw at ddefnyddio'r Ddeddf fel fframwaith ar gyfer cynllunio.

- (b) Mae llawer wedi cael ei wneud i roi cyhoeddusrwydd i natur arloesol y Ddeddf, ond nid yw'n ymddangos bod hyn wedi cyffwrdd ymwybyddiaeth y cyhoedd a grwpiau gweithredu cymunedol lleol.
 - (c) Mae ein hymgyngoriadau â grwpiau cymunedol ac arweinwyr sectorau wedi dechrau gyda thrafodaethau penagored ar ddarparu modelau lles cymdeithasol a gwyrdd sy'n gynaliadwy. Y cam cyntaf yn y datrysiadau a nodwyd fu'r angen am gydweledigaeth a chydstrategaeth, ac mae Tîm y Rhaglen wedi ymgorffori'r Ddeddf wrth ddrafftio'r rhain. Caiff y dogfennau a luniwyd o ganlyniad eu trafod gan y Bwrdd Gwasanaethau Cyhoeddus a Grŵp Cydgysylltu Adferiad Cymunedol Sir Benfro ac is-grwpiau cysylltiedig a grëwyd i ddatblygu agenda eang ar benderfynyddion lles.
 - (d) Mae COVID-19 yn cynnig cyfle da i fynd i'r afael â'r Ddeddf mewn strategaethau sy'n bodoli eisoes a rhai yn y dyfodol. Mae cymunedau wedi ymateb yn gyflym ac yn effeithiol i gefnogi anghenion pobl, ac mae'r sector cyhoeddus yn gyffredinol yn cydnabod bod gwir bartneriaeth â grwpiau lleol yn hanfodol er mwyn adeiladu dyfodol gwell. Rydym ni wedi dangos yn Sir Benfro sut y gellir harneisio'r datblygiadau cadarnhaol hyn ac adeiladu arnynt i gyflawni'r Ddeddf.
5. **(2) Yr adnoddau sydd ar gael i gyrff cyhoeddus i weithredu'r Ddeddf a pha mor effeithiol y cawsant eu defnyddio.**
- (a) Mae'r adnoddau sydd ar gael i gyrff cyhoeddus, sydd eu hunain yn cynnwys gormod o haenau, wedi cael eu darparu drwy grantiau tymor byr a weinyddir yn ganolog. Mae'r cyrff sy'n gwneud penderfyniadau ynghylch y grantiau wedi bod yn brin o gynrychiolaeth gymunedol, ac nid yw'r arian bob amser wedi cyrraedd grwpiau cymunedol rheng flaen, nac wedi cryfhau'n ddigonol y cyrff cyfryngol yn y trydydd sector sy'n gweithio mor effeithiol gyda hwy. Yn aml, mae prosiectau'n cael eu dyblygu, er eu bod yn cael enwau gwahanol. Ymhellach, nid ydynt bob amser yn cael eu gwerthuso ac felly ni ellir rhannu'r hyn a ddysgwyd oddi wrthynt. Mae'n rhaid cywiro'r sefyllfa hon.
 - (b) Mae angen ailfeddwl sut i gyfeirio arian er mwyn cyflawni'r Ddeddf. Dylai mwy o'r cyllid gael effaith ar waith ymarferol lleol. Mae ein profiad ni ein hunain hefyd yn awgrymu y dylid dyrannu adnoddau i gefnogi darpariaeth y trydydd sector a'r sector cyhoeddus fel ei fod yn gydgyssylltiedig ac yn gydlynol. Mae'r Rhaglen Gyda'n Gilydd Dros Newid yn annibynnol ac mae wedi llwyddo i frocra gwaith partneriaeth gwirioneddol ymhlith y sectorau. Drwy gyflawni hyn, rydym wedi hwyluso cytundeb ar weledigaeth, tra'n darparu tystiolaeth ar gyfer cynllunio a ffordd ymlaen i weithredu er mwyn cefnogi a chynnal ymdrechion dan arweiniad y gymuned.

6. **(3) Y Cymorth a ddarparwyd i gyrff cyhoeddus gan Gomisiynydd Cenedlaethau'r Dyfodol.**

Mae'r Comisiynydd yn weladwy yn genedlaethol ond ni all – o ystyried ei hadnoddau cyfyngedig – ddarparu'r holl gymorth y mae ar gyrff cyhoeddus ei angen. Yng ngoleuni ein profiad ni, dylai cymorth o'r fath beth bynnag fod yn seiliedig ar anghenion lleol, dylai fod ar gael yn amserol ac yn lleol. Gobeithio, fodd bynnag, y bydd y ffordd o weithio, y mae llwyddiant yn dibynnu arni, yn symud o fod yn seiliedig ar brosiectau i gael ei phrif ffrydio, ac y bydd yn gwreiddio mewn sefydliadau a phartneriaethau.

7. **(4) Rôl Arweiniol Llywodraeth Cymru.**

(a) Nid ydym yn gweld bod gan y Ddeddf yr un statws na blaenoriaeth â deddfau eraill, er enghraifft, Deddf Gwasanaethau Cymdeithasol a Llesiant (Cymru) 2014. Nid yw'r Ddeddf yn cael amlygrwydd, nac yn cael ei monitro'n ddigon manwl gan y Llywodraeth. Mae angen mynd i'r afael â hyn os oes bwriad gwirioneddol i gyflawni.

(b) Mae'r Ddeddf yn bolisi sy'n integreiddio gwahanol ffrydiau polisi'r Llywodraeth a byddai'n fuddiol cael Gweinidog yn gyfrifol am ei chyflawni.

(c) Ceir amrywiaeth mawr o ran ymgysylltiad Cynghorau Tref a Chymuned, a allai gael ac a ddylai gael mwy o rôl mewn prosesau a chamau gweithredu democrataidd lleol er mwyn symud y gwaith o gyflawni'r Ddeddf yn ei flaen. Mae hyn wedi creu diffyg democrataidd mewn rhai plwyfi, y mae angen i'r Llywodraeth fynd i'r afael ag ef, o bosibl drwy gynnig cymhellion.

(d) Mae angen symud adnoddau yn fwy tuag at atal; angen sydd wedi cael ei nodi dro ar ôl tro ond sy'n dal heb dderbyn sylw digonol.

8. **(5) Unrhyw rwystrau eraill ar ffordd gweithredu'r Ddeddf yn llwyddiannus (e.e. Brexit, COVID, ac yn y blaen).**

(a) O ran rhwystrau, yn sir Benfro rydym wedi dangos bod leinin arian i COVID-19, sy'n gwrthio i'r amlwg yr angen i'r sectorau gydweithio mewn ffordd gydgyhyrchiol, a ffordd sy'n gynhwysol ac yn gyfarwydd ag anghenion cymunedau lleol.

(b) Mae rhwystrau ar ffordd gweithredu'r Ddeddf yn bodoli, ond rydym wedi gweld y rhwystrau hynny'n dechrau chwalu yn sir Benfro. Nid oes byth amser da i newid, ac yn enwedig pan fydd sefydliadau o dan bwysau na welwyd eu tebyg o'r blaen, ond nid yw cynnydd a newid yn fater o ddewis bellach.

(c) Rhaid i sefydliadau'r sector cyhoeddus ddatblygu perthynas â chymunedau lle ceir mwy o ymddiriedaeth, ceisio deall eu hanghenion yn well, a gwneud

cydgynhyrchu yn rhan annatod o'r ffordd y maent yn gweithio. Mae hyn yn gofyn am newid diwylliant ar bob lefel, yn cael ei arwain mewn ffordd dryloyw ac amlwg gan arweinwyr sefydliadol. Ar y llaw arall, mae angen i'r cyhoedd weld y sector cyhoeddus mewn goleuni gwahanol a symud i ffwrdd oddi wrth berthynas drafodaethol â gwasanaethau i un o ddyfeisgarwch, annibyniaeth a chydlyniant.

- (d) Mae angen i'r Llywodraeth hyrwyddo gwirfoddoli mewn ffordd agored a chyson, gan gynnwys o'r gweithle. Byddai'n fuddiol iddi hefyd ddathlu gweithredu cymunedol, a pheidio â gadael materion o'r fath yn bennaf yn nwylo CGGC a sefydliadau ymbarél eraill yn y trydydd sector. Dylai'r Llywodraeth dynnu sylw at faterion blaenoriaeth ar gyfer gweithredu arnynt mewn ffordd integredig; blaenoriaethau y mae COVID-19 wedi eu hamlygu naill ai fel rhai nad ydynt yn gweithio'n dda mewn sefydliadau, neu sy'n gwaethygu'r anghydraddoldebau niferus sy'n endemig yn ein cymdeithas, yn enwedig, er enghraifft, mewn perthynas â gwybodaeth ddigidol ymarferol, cyflogaeth, hyd cadwyni bwyd, tai fforddiadwy ac wedi eu haddasu, ac argaeledd cludiant.
- (e) Mae angen polisi cenedlaethol ac ymdrech i drosglwyddo asedau lleol er mwyn bod o gymorth i gryfhau cymunedau, ac ymdrech hefyd i gaffael yn lleol er mwyn cynorthwyo economïau lleol.

9. (6) Sut i sicrhau bod y Ddeddf yn cael ei gweithredu'n llwyddiannus yn y dyfodol.

Drwy gydol ein hymatebion uchod, rydym wedi awgrymu camau gweithredu i sicrhau bod y Ddeddf yn cael ei gweithredu'n llwyddiannus. Mae ein hatebion ni yn cyfeirio at gydgyfrifoldeb ond gyda rhai awgrymiadau clir i'r Llywodraeth eu datblygu. Yn gryno, mae'r rhain yn ymwneud â chryfhau prosesau democrataidd lleol; dangos ymrwymiad i gyflawni'r Ddeddf; ac adolygu strwythurau a mecanweithiau ariannu er mwyn sicrhau bod y cyllid yn gwneud gwahaniaeth ar lawr gwlad.

10. Gobeithiwn fod yr adborth hwn wedi bod o gymorth drwy ychwanegu gwybodaeth ar gyfer trafodaethau'r Pwyllgor Cyfrifon Cyhoeddus. Rydym ar gael i gyflwyno manylion y dystiolaeth uchod os bydd angen.

Yr Athro Susan Denman (Arweinydd Gyda'n Gilydd Dros Newid)

Sue Leonard (Prif Swyddog, PAVS)

Iwan Thomas (Prif Weithredwr, PLANED)



Barriers to the Successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

Written Evidence from the Pembrokeshire Together for Change Programme

26 November 2020

1. The Pembrokeshire Together for Change Programme is the Third Sector (Solva Care, PAVS and PLANED) led initiative funded by the National Lottery Community Fund's COVID-19 Legacy Fund to retain and sustain the positive changes resulting from the pandemic. The Programme started in March 2020 and seeks – through partnership working – to aid recovery and build community resilience in line with the Well-being of Future Generations (Wales) Act 2015 (hereafter referred to as the Act). We have included in this response, some of the actions that we have successfully undertaken to progress the delivery of the Act.
2. We are in broad agreement with the conclusions of the Future Generations Commissioner in her review of progress in the implementation of the Act as set out in the Future Generations Report 2020 in that, whilst some progress has been made, much remains to be done. We are answering the 6 matters of enquiry in the consultation from the position that the successful implementation of the Act lies in building and strengthening communities and the community groups that support them. We use the term 'communities' mainly in a geographical sense in our response.
3. We have addressed each of the elements of the consultation in turn as below:
4. **(1) Awareness and understanding of the Act and its implications.**
 - (a) We have held many meetings with grassroots community groups and networks during the pandemic to discuss their experiences, plans and needs for the future in order to support the wellbeing of their populations however, we found no explicit reference made to the Act. That is not to say that their responses did not reflect the aspirations, or at least aspects of it. The use of the Act as a framework for planning was highlighted mostly by third-sector intermediary organisations.

- (b) Much has been done to publicise the groundbreaking nature of the Act, but this does not seem to have impinged on the consciousness of the public and local community action groups.
- (c) Our consultations with community groups and sector leaders have started with open-ended discussions on the delivery of sustainable social and green models of wellbeing. The first step in the solutions identified has been the need for a joint vision and strategy, and the Programme Team has embedded the Act in their drafting. The resulting documents will be discussed by the Public Services Board and the Pembrokeshire Community Recovery Coordination Group, and by associated sub-groups created to take forward a broad agenda on the determinants of wellbeing.
- (d) The outbreak of COVID-19 presents a good opportunity to address the Act in existing and future strategies. Communities have reacted swiftly and effectively to support people's needs, and it is widely recognised by the public sector that a true partnership with local groups is essential to build a better future. We have shown in Pembrokeshire how these positive developments can be harnessed and built on to deliver the Act.

5. (2) The resources available to public bodies to implement the Act, and how effectively they have been deployed

- (a) The resources available to public bodies, which themselves consist of too many tiers, have been made available through short-term, centrally administered grants. The grant decision-making bodies have lacked community representation, and the funds have not always reached front-line community groups or strengthened adequately the third-sector intermediary bodies that work so effectively with them. Projects are often duplicative, although given different names. Furthermore, they are not always evaluated and therefore the learning from them cannot be shared. This situation must be rectified.
- (b) A rethink is needed on how to direct funds to deliver the Act. More of the funding should impact on local practice. Our own experience also suggests that resources should be allocated to supporting third- and public-sector delivery so that it is joined up and coordinated. The Together for Change Programme is independent and has successfully brokered genuine partnership working by the sectors. By achieving this, we have facilitated the agreement of a vision whilst providing evidence for planning and a way forward in action for supporting and sustaining community-led endeavours.

6. (3) Support provided to public bodies by the Future Generations Commissioner

The Commissioner is visible nationally but cannot – given her limited resources – provide all the support needed by public bodies. Given our experience, such support should in any case be based on local needs, and be timely and locally available. It is hoped, however, that the way of working on which success depends moves from a project basis to being mainstreamed, and embedded in organisations and partnerships.

7. (4) The leadership role of the Welsh Government

- (a) We do not see the Act having the same status or priority as other acts, for example the Social Services and Well-being (Wales) Act 2014. The Act is not highlighted or monitored closely enough by Government. This needs addressing if there is a serious intent to deliver.
- (b) The Act is a policy that integrates the different policy streams of Government, and it would be helpful to have a Minister in charge of delivering it.
- (c) Great variation exists in the engagement of Town and Community Councils, which could – and should – have a greater role in local democratic processes and actions to progress the delivery of the Act. This has created a democratic deficit in some parishes, which needs addressing by Government – possibly through incentives.
- (d) There needs to be a greater shift in resources to prevention – a need that has been identified repeatedly but has still not been adequately met.

8. (5) Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.)

- (a) In terms of barriers, in Pembrokeshire we have shown that COVID-19 has a ‘silver lining’ that is pushing to the fore the need for the sectors to work together in a co-productive way, and one that is inclusive and cognisant of the needs of local communities.
- (b) Barriers to the implementation of the Act do exist, but we have seen those barriers starting to break down in Pembrokeshire. There is never a good time for change, and especially not when organisations are under unprecedented pressure, but progress and change are no longer options.
- (c) Public-sector organisations must develop a more trusting relationship with communities, seek to better understand their needs and make co-production an integral part of the way in which they work. This requires a culture change at all levels, led transparently and demonstrably by organisational leaders. On the other hand, the public needs to view the public sector in a different light, and to move away from a transactional relationship with services to one of resourcefulness, independence and cohesion.

- (d) Government needs to openly and regularly champion volunteering, including from the workplace. It could helpfully celebrate community action too, and not leave such matters mostly in the hands of WCVA and other third-sector umbrella organisations. Government should signal priority issues for action in an integrated way: priorities that have been highlighted by COVID-19 as either not working well in organisations or as exacerbating the many inequalities that are endemic in our society – particularly, for example, in relation to digital know-how, employment, length of food chains, affordable and adapted housing, and availability of transport.
- (e) National policy and a push are needed on local asset transfers to help strengthen communities, and also on local procurement to help local economies.

9. (6) How to ensure that the Act is implemented successfully in the future

Throughout our responses above, we have suggested actions to ensure the successful implementation of the Act. Our solutions point to a collective responsibility but with some clear suggestions for Government to take forward. In summary, these relate to strengthening local democratic processes, demonstrating a commitment to the delivery of the Act, and reviewing structures and funding mechanisms to ensure that funding makes a difference at ground level.

- 10. We hope that this feedback has been helpful in informing the deliberations of the Public Accounts Committee. We are available to present the detail of the above evidence if required.

Professor Susan Denman (Together for Change Lead)

Sue Leonard (Chief Officer, PAVS)

Iwan Thomas (Chief Executive, PLANED)

Response from Pembrokeshire Public Services Board (PSB) to the review by the Public Accounts Committee in the “Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

1. Awareness and understanding of the Act and its implications.

Pembrokeshire PSB members have a strong awareness of the Act and its implications, as well as the requirements of the Act as they relate to the PSB.

The PSB has met its statutory requirements in terms of the production of a Well-being Assessment and Well-being Plan, and annual reporting processes. Pembrokeshire's PSB is comprised of a broad range of representatives and has invited a number of organisations and individuals who have an interest in the well-being of the County, beyond those listed in the Act as statutory or invited participants.

The PSB's Well-being Plan and associated workstreams adopt the kind of longer term perspective as required by the Act, rather than focussing on short term issues, those which fall under the responsibility of individual organisations or are addressed through other partnership arrangements.

Its focus is not to be seen to 'do everything' but rather, in line with the advice from the Future Generations Commissioner for Wales, it is to focus on those select areas of collaborative activity where it can add value and make a difference. In doing so, the PSB is committed to a change of mind set in challenging existing culture and behaviours so it truly works differently and develops a new approach to partnership working.

2. The resources available to public bodies to implement the Act and how effectively they have been deployed.

Other than the regional PSB support grant (which unfortunately was not made available to PSBs this year), all resources deployed which enable the PSB to function effectively as a Board, and to deliver on its objectives, rely on each constituent partner being prepared to commit people, time and energy to make PSB working a success. This is a particularly difficult challenge at a time of diminishing budgets and where all organisations which are part of the PSB are also mindful of the need to meet their own individual objectives and priorities, both statutory and otherwise.

The regional PSB support grant has been helpful though it is a relatively small in the grand scheme of things. Working with colleagues in Carmarthenshire and Ceredigion PSBs we have attempted to put the money to good use through employing a shared regional co-ordinator who provided additional capacity on developing both the Well-being Assessment and Well-being Plan and ensured there was a consistent approach to these tasks across the region.

However there is little doubt that compared to other statutory partnership boards such as Regional Partnerships Boards or even Community Safety Partnerships,

PSBs are often viewed as the poor relation with such little specific or dedicated funding which can support PSBs to realise their objectives and to deliver on the expectations set out in the Act.

3. Support provided to public bodies by the Future Generations Commissioner.

The Future Generations Commissioner has provided some useful support and challenge to PSBs during the early years of the Act, producing a number of helpful guidance documents, and through highlighting new approaches, practices and ways of thinking.

It must be said that the volume of some of this activity in scale and scope can be overwhelming and at times does not seem to appreciate the pressures public bodies are facing in terms of necessarily having the resources which could actually take advantage or utilise some of this thinking. A more realistic approach would be beneficial, recognising the pressures and lack of capacity across the public sector, and focusing on what can actually be achieved rather than ambitious and aspirational challenges which are currently not always possible to commit to given current financial constraints.

4. The leadership role of the Welsh Government.

Welsh Government representation on PSBs is helpful as it provides a line of communication between local and national levels. Welsh Government also provides support to local PSB leads by way of regular network events, briefing notes and workshops.

5. Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

As previously mentioned, financial constraints, resources and capacity are the biggest barriers when it comes to PSBs fully realising the expectations set out in the Act. Issues such as Brexit and Covid no doubt present significant challenges, but to date have been viewed as opportunities (as opposed to barriers) and have provided the PSB with a chance to reflect on its priorities and activity and to consider how we will all need to work differently moving forward in order to take account of the potential impact of these issues on our communities.

6. How to ensure that the Act is implemented successfully in the future.

It is important to consider that given the longer term aspirations set out in the Act it is still relatively early days in terms of its implementation. The initial round of Well-being Assessments and Well-being Plans presented a steep learning curve for all participants, and many lessons have been learned which should benefit all PSBs as we approach the second round of well-being planning and as Boards mature and the relationships within them continue to grow and strengthen.



FTWW, Fair Treatment for the Women of Wales is a patient-led women's health equality charity, providing support, information and advocacy for women across Wales who are living with chronic or recurrent health conditions. We empower women to share their lived experiences and facilitate opportunities for them to get involved in the design, delivery, and evaluation of health services locally and nationally.

1.Awareness and understanding of the Act and its implications.

1 Arguably, the general public has not heard of the Act, or only vaguely, and will not be aware of its implications for them as citizens and / or their interaction with public services. Likewise, whilst public bodies and Welsh Government officials will of course know of the Act, their in-depth knowledge and appreciation of its principles and commitment to enacting them seems variable.

2 As a women's health equality organisation with a very active online support and information group, we will have shared relevant portions of the Act with our membership, as well as any opportunities to get involved in engagement exercises / events pertaining to it. We will also refer to the Act in our correspondence with civil servants, ministers, and / or health board executives as a lever in asking for patient involvement in the development of strategy or service design.

3 As an organisation, we believe very strongly in the efficacy of co-production, so the Act has given legitimacy to our campaigning in this regard. Nevertheless, there is still, in our experience, limited and varied understanding of what co-production means and entails in practice, and certainly a failure to explore mechanisms that would make it a reality at every level of (health) service design and delivery, including the training and assessment of healthcare professionals. Too often, there is a misapprehension that 'consultation' or 'engagement' equates to co-production – it does not.

4 On the ground, if and when we raise the topic of the Act with our members, they will ask how it can be used as a tool to enforce positive changes to the health services they receive. Our members are particularly keen to understand how two of the Wellbeing Goals, 'A More equal Wales' and 'A Healthier Wales' are being implemented, given their consistently poor experiences of women's healthcare in Wales. They ask to what extent the Act can be used to enforce Welsh Government's commitment to the prudent healthcare principles of 'early intervention' or 'prevention' of escalating ill health, and consistency of access to specialist services across Wales. Most especially, members want to know what easily accessible mechanisms are in place to enable them to utilise the Act in challenging a system which is not meeting their needs.

5 Our members repeatedly ask how serious Welsh Government is about implementing the Act when the NHS system in Wales consists of 7 fairly autonomous health boards, a system which perpetuates variation in service provision and inequality of access and outcomes, and which largely prevents access to services 'out of area'. Previously when, as advocates, we have put this question to Ministers, the answer has been 'judicial review' which is unfeasible for individuals or grassroots organisations like ours. Whilst the Equality and Human Rights Commission in Wales may have some capacity to bring cases, this is much reduced.

6 Information about the Act, the benefits or rights it bestows on citizens and / or service-users, and how to utilise them, needs to be as well known to people as is the location of their GP. It needs to be part of teaching in schools, and citizens need to be both advised and supported to ensure the practical application of it in their everyday lives. There needs to be action on ensuring public bodies fully appreciate its value and are legitimately incorporating its tenets into their work rather than viewing it as a tick-box exercise.

2. The resources available to public bodies to implement the Act and how effectively they have been deployed.

7 We would like to see health boards across Wales committing both practically and financially to co-productive practices in their design, delivery, and evaluation of services.

8 In North Wales, Betsi Cadwaladr UHB's Women's Directorate and FTWW work together in this process, primarily through the mechanism of 'Gynaecology Voices', a co-chaired forum where patients will initiate and work through service development with clinicians and executives, including business cases, patient information, implementation and audit. However, there has been no financial resourcing made available to FTWW to ensure consistency and sustainability of input in this regard.

9 Ideally, we would wish to replicate this work within the other 6 health boards but, as a grassroots organisation and small charity, we need resourcing to make it happen, something

that should come from health boards but be mandated by Welsh Government as part of its commitment to the Act. Co-production does have costs attached to it – but they should be seen as an investment in ensuring services which are fit-for-purpose and ultimately more cost-effective, exactly as outlined by the Act.

3.Support provided to public bodies by the Future Generations Commissioner

10 We would like to have more opportunities to engage with the Commissioner and team from a grassroots / patient-led organisational perspective, so that the Commissioner is able to incorporate more advocacy into her work in supporting public bodies.

11 By formalising processes of collaboration with citizens / service-users, those aspects of the Act which citizens see as not working well in the public sector can be more effectively audited, with mechanisms for ongoing improvement and evaluation devised co-productively.

12 Public bodies need examples of good practice and then to be assisted in emulating or developing their own – again, with co-production at the core. The Commissioner and team need to be given the means to be pro-active in this regard, not just with support, and assistance (ie, the ‘carrot’) but also holding public bodies to account when things aren’t being done (the ‘stick’). For example, when it comes to Equality Impact Assessments, public bodies’ completion of them needs to be meaningful – what evidence can they provide to indicate their being undertaken co-productively? If they’re not being done this way, the Commissioner and team could be working with service-users to develop protocols which enable them to be so and then monitoring their continuation and effectiveness. Perhaps these practices need to be incentivised, with action taken if protocols aren’t followed.

13 Additionally, the Commissioner and team needs to be looking at ways of enabling citizens and their representatives or advocates to challenge public bodies if their policies and practices are not in line with the Act.

4. The leadership role of the Welsh Government.

14 Welsh Government has a role to play in the implementation of the Act, not just in terms of developing the legislation and leaving it to public bodies to implement it (or not) in various ways of their own devising but also in terms of their own practice.

15 Co-production at every level includes Welsh Government; they have a vital leadership role to play in setting a good example to public bodies like health boards and local authorities. Too often in all these settings, citizen representatives / groups are kept at arms’ length, only allowed to be involved in decision-making processes up to a certain degree. Alternatively, there is a tokenistic level of involvement where, for example, public services boards are merely

required to have a single citizen representative at the table who is significantly outnumbered, often not adequately supported, and ill-equipped to advocate for the huge number of issues raised by distinct communities.

16 In addition, in some quarters, there does remain a somewhat paternalistic view that citizen advocates are not sufficiently knowledgeable to play a role in all aspects of decision-making. This needs to be challenged, even at the highest levels, where mechanisms to work with citizens need to be both created, resourced, and audited.

5. Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

17 Again, focusing on the Act's tenet of co-production and, tangentially (as per the Social Services and Wellbeing Act) 'citizen voice and control', executives' response to the Coronavirus pandemic has, in many instances, resulted in the suspension of citizen involvement in strategy and service design / delivery.

18 There have been suggestions that involving citizens / service-users is too time-consuming and / or not sufficiently agile, or a paternalistic misconception that service-users aren't resilient enough to cope with discussions about illness and death. In actuality, the pandemic has demonstrated how absolutely vital co-production is to ensuring things work properly, are inclusive, and efficient, from things as 'basic' as deciding on content of food parcels and how to physically deliver them, to not fully considering the impact of policy decisions or legislation on disabled people. Had co-productive principles and mechanisms to ensure citizen involvement been fully and properly embedded in all public bodies' departments from the start, these issues likely wouldn't have arisen.

6. How to ensure that the Act is implemented successfully in the future.

19

- Make information about the Act readily and universally accessible in a range of places, including educational and healthcare settings
- Ensure that the Act has 'teeth' and is being enforced, not just by way of judicial review but by adequately resourcing agencies like the EHRC and other advocacy organisations, so that they have the means to challenge bodies / policies where the principles of the Act are not being upheld
- Develop with citizens easily accessible mechanisms for them to make use of the Act, including the means to ask questions of service-providers, get involved, and challenge

public bodies / service-providers themselves, so that they can see the Act working in real-life terms for them rather than its being seen as lofty and unattainable

- Provide public bodies with real-life examples of good practice in policy-making and service design / delivery, and allocate them Act 'representatives' who can work consistently with them to ensure that its key tenets are upheld at every level of their work. This would include ensuring co-productive practice and should apply to Welsh Government just as much as any other public agency
- Focus on the need for public bodies to co-produce solutions and for there to be regular and independent auditing of activity; both incentivise the practice of co-production and hold to account when it isn't happening
- Adequately resource and support service-user-led bodies who are facilitating co-productive practice with public bodies.



Chartered Institute of Ecology and Environmental Management (CIEEM)

Submission to the Public Accounts Committee of the Senedd

Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

Introduction to CIEEM

1. The Chartered Institute of Ecology and Environmental Management (CIEEM) is the leading membership organisation supporting professional ecologists and environmental managers in the United Kingdom and Ireland. CIEEM was established in 1991 and has over 6,000 members (over 400 in Wales) drawn from local authorities, government agencies, industry, environmental consultancy, teaching/research, and environmental Non-Governmental Organisations (eNGOs).
2. The Chartered Institute has led the way in defining and raising the standards of ecological and environmental management practice with regard to biodiversity protection and enhancement. It promotes knowledge sharing through events and publications, skills development through its comprehensive training and development programme and best practice through the dissemination of technical guidance for the profession and related disciplines.
3. This response was coordinated by our Wales Policy Group. We welcome the opportunity to participate in this consultation and we would be happy to provide further information on this topic. Please contact Jason Reeves (CIEEM Head of Policy and Communications) at JasonReeves@cieem.net with any queries.

Awareness and understanding of the Act and its implications

4. The second wellbeing goal 'A Resilient Wales' reads: *"A nation which maintains and enhances a biodiverse natural environment with healthy functioning ecosystems that support social, economic and ecological resilience and the capacity to adapt to change (for example climate change)."*
5. Where the duty upon Local Authorities is to set and publish well-being objectives that are designed to maximise its contribution to achieving each of these goals, there is a concern that in some cases there is a focus on social and economic resilience, and an absence of consideration of ecosystem resilience.

6. The intention of the ecosystem resilience goal is to promote the maintenance and enhancement of the natural environment so that it can support social, economic and ecological resilience. However, the first half of the goal is sometimes ignored, and the objectives that are set consider only how social and economic resilience will be achieved, by means other than maintaining and enhancing the natural environment.
7. This has been recognised as an issue by the FG Commissioner, i.e. *"The Commissioner's current analysis is that the well-being objectives and steps relating to the 'environment' set by many public bodies do not always reflect the true definition of the Resilient Wales goal, which is focussed on maintaining and enhancing 'a biodiverse natural environment with healthy functioning ecosystems'. Commonly, they focus on areas such as recycling, flooding, cleanliness, fly-tipping and reducing emissions. While these are important areas, it demonstrates a lack of progress in helping achieve nature recovery and healthy, resilient ecosystems."*
[\(https://www.futuregenerations.wales/a-resilient-wales/\)](https://www.futuregenerations.wales/a-resilient-wales/).
8. Subsequently, a series of resources have been put forward, to encourage Public Bodies to consider practical measures for better maintaining and enhancing biodiversity and ecosystems. Therefore, the FG Commissioner's approach seems to be to suggest positive, proactive measures to encourage compliance with this element of the WBFGA, rather than to hold public bodies to account for not interpreting it properly.
9. We do not disagree with this approach, but full and successful implementation of Section 3 of the WBFG Act should be supported by more stringent actions and recommendations by the Auditor General where the Resilience Goal has been incorrectly interpreted as above, and also by The FG Commissioner in the Future Generations Reports.
10. Some of our other concerns are to do with the language employed, the understanding of the Act and its implications. For example, references to 'biodiversity' and 'ecosystems' are transcribed into the broad term 'resilience', and the term 'wellbeing' is not defined clearly. Without a clearer definition of these terms, it is difficult to see how a Local Government Ecologist or other public body could act with consistency.
11. Anecdotally, there does seem to be a better (or at least an increasing) understanding of ecosystem resilience, as required by the Environment Act. However, we do not believe this element of the WBFGA is well-defined, nor have the links to social and economic resilience been demonstrated. More specific guidance on how this, and the ecosystem approach and natural capital assessments, should be delivered would be beneficial.
12. Members have reported working on schemes where the WBFGA has been considered to varying degrees. This has largely been driven by the client and the profile of the scheme, rather than consistently being considered across projects. In terms of assessments to demonstrate delivery, these have usually been high level

and descriptive, and sometimes appearing to be a tick box exercise rather than adequately considering the impacts on the key elements which contribute to sustainable development. This could be improved with guidance on this and specific targets/goals. Furthermore, there often appears to be a lack of consideration to long-term effects.

13. Members further report that private clients are incorporating the principles of the WBFGA into their company strategies, however there is little evidence of implementation of the Act in practice, and lack of resources to drive this. Further support and guidance for these companies would be beneficial.
14. Following on from the point made in paragraph 7 above, we have concerns that the broad nature of the WBFGA does not provide a clear route for practical ecological implementation. The relevance of biodiversity and ecology to the wellbeing goals (particularly the resilient Wales goal) is considered to be rather underplayed and other aspects of the wellbeing goals are given a lot more emphasis, when really the natural environment and functioning ecosystems need to be the starting point.
15. We are concerned at the number of non-committal phrases in the Act. For example:
 - a. Section 5 para 2: *“a public body must take account of the”* the needs of the future against needs of the present. What precisely does ‘take account of’ mean? How is that translated into action of any kind?
 - b. Section 11 para 2: *“the Welsh Ministers must take account of any action taken by the United Nations in relation to the UN (climate change et.al).”* Used throughout this section, but no definition of what it actually means ‘to take account of’. Does it mean act on the recommendations, or merely consider them?
 - c. Section 16 part 79/para 1: *“The Welsh Ministers must, in the exercise of their functions, make appropriate arrangements to promote sustainable development.”* What are ‘appropriate arrangements’?
 - d. Part 37 ‘Assessment of Wellbeing’. Seeing as the language is so vague up to this point, this becomes an attempt to qualify an abstract. The Environment is frequently referred to, but in Section 38 Preparation of Assessments part 2 (what the board must take account of), there is no mention of biodiversity beyond the UN Climate Change report.
 - e. Beyond this point in the Act there is little reference to action, and beyond the UN Climate Change objectives, no environmental or ecological cross-referencing.

The resources available to public bodies to implement the Act and how effectively they have been deployed

16. Local Planning Authorities need to be better funded and resourced in relation to biodiversity and ecology. LPAs are under-resourced and over-stretched, and therefore trying to assist in implementing the WBFGA on top of everything else must be a challenge.

17. Further resourcing is also needed to translate the Act into on-the-ground delivery.

How to ensure that the Act is implemented successfully in the future

18. The Act needs adequate enforcement mechanisms to ensure delivery on the ground.

19. There needs to be better emphasis on the ecosystem and biodiversity aspects of the Act.



Coed Cadw – the Woodland Trust

Submission to the Public Accounts Committee of the Senedd

Barriers to the Successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

Introduction to Coed Cadw – the Woodland Trust in Wales

1. Coed Cadw – the Woodland Trust in Wales is the UK's largest woodland conservation charity, working for a UK rich in **native woods and trees, for people and wildlife**. In Wales we have over 14,000 members, 85,000 supporters, 180 volunteers and 20 staff. We manage 120 woodland sites in Wales, all freely **accessible to the public**, covering 3,000 hectares (7,400 acres). Wales is one of the least wooded countries in Europe, with woodland making up just 15% of the landscape and less than half of this is native woodland. Around 4% of land in Wales is classed as **ancient woodland** (persisting since 1600), our most valuable woodland for unique communities of plants and animals; a large proportion of this makes up our Celtic Rainforest.
2. We **support communities and landowners** with woodland protection, restoration and creation – annually this amounts to over 70 Woods Under Threat cases, some 400 free tree packs to schools and communities and over 200ha of private landowner outreach support to create woodland and restore ancient woodland.

Awareness and understanding of the Act and its implications

3. The WFG Act is a fundamentally important piece of legislation which underpins a lot of what Coed Cadw stands for and the progress we want to see in Wales. However, we see disappointing evidence in our day to day work, that not all public bodies and committees understand the vital **importance of protecting** mature, healthy trees and woods for a more resilient Wales. There are examples of decisions which seemingly have not taken into account the long term value of trees and their associated benefits and therefore do not protect the interests of future generations, decisions not taken in the spirit of the Act. This may partly be the **lack of awareness** on how to build **natural capital valuation** into decision-making – an area that is quite complex.
4. Furthermore, when planning authorities are under economic pressures, there seems to be a presumption in favour of private developers to remove healthy mature trees, for perceived cost effective development. This does not take into account the long term ecosystem services, or **public goods** that are delivered over the life time of those said trees which would suggest that the Act and its implications are not fully understood and taken on board in the planning process.
5. The Act has helped “change the narrative” in a very constructive way BUT **nature/biodiversity is still lacking** in public bodies’ understanding of the WFG Act’s second goal of ‘A Resilient Wales’. There is much acknowledgement of creating new community nature areas or planting trees, important actions in themselves, but this needs to be balanced with protecting and enhancing what we have already got. For example, in some Local Authority wellbeing plans we have noticed that there are references to ‘green spaces’ which could, as a minimum, mean mowed grassed

parks with little biodiversity value. **Existing trees** have an important value to play in populated areas for the natural services they provide (shade, shelter, wildlife, water and pollutant absorbers, air purifiers, carbon stores, social and cultural significance etc).

6. The Act enhances appreciation of the value of the third sector, however it does not provide a clear route to stronger support and **long term funding** or a commitment from the public sector to third sector partnerships which would make the Act clearer to measure for cross sectoral collaboration.

The resources available to public bodies to implement the Act and how effectively they have been deployed

7. The very comprehensive **Future Generations 2020 Report**, and the thorough analysis of achievements and issues, is a valuable resource which needs to be proactively used for guiding future policy development that doesn't marginalise some stakeholders. It contains a vast amount of useful information and recommendations and a way needs to be found to get these distributed and incorporated into active policy discussion and development.
8. **Wellbeing plans** are a good step forward but we haven't experienced much practical implementation arising from these plans. **Area Statements**, in particular, are good in principle and over which there have been many consultation and process related activities but real progress on the ground has been very slow. It is not clear how the Area Statements will bring partnerships together in relation to environmental matters with the right blend of stakeholders and experts in their fields. We have found it difficult to contribute and understand what we can get involved with but we see the potential in this being a significant resource to call upon, especially around the calls for a greener recovery. At the moment it is not clear whether this will be a resource.
9. We do not see many signs as yet on the **mainstreaming of environmental matters** in ways which support economic and social resilience for Wales. Words have not been backed up with resource allocations of people and money especially for NRW and Local Authorities who we anticipated would be repurposing and increasing staff to tackle these WFG requirements for a sustainable approach to the services that they provide for the public. This is especially so in planning and environment departments which have seen significant decreases in ecologist and nature **conservation expertise** over the years which means they are under-resourced and over-stretched, and now trying to assist in implementing the WFG Act on top of everything else is a challenge.
10. Community and stakeholder engagement in multi-purpose woodland management are strongly aligned with the well-being goals and ways of working. This has helped make the case for funding for the third sector. The Welsh Government's refresh of its Woodlands for Wales Strategy has further helped steer the woodland sector more widely in the direction of collaborative working in search of a balance between social, environmental and economic objectives. This is supported by ourselves, CONFOR, Woodknowledge Wales and others. We now see this reflected in the objectives and piloting of Welsh Government's proposals for a new Wales National Forest – BUT the biggest barrier to this succeeding is cross-party political support following the May 2021 elections and **significant resource allocation** to reflect the Wales-wide nature of this natural asset as a long-lasting initiative.

Support provided to public bodies by the Future Generations Commissioner

11. It is not clear if the FGC has the power to set legally **enforced milestones**, as referred to in the Act or whether this lies with the public bodies. At present the guidance provided is largely about what 'should' be taken on board by public bodies not what 'must' (although the Act itself does, but it is not clear if or how this is enforceable). This distinction would give clearer direction about what the required/essential (rather than desired) steps need to be and drive action that the Act requires for implementation to be meaningful.
12. The Future Generation Commissioner's intervention on the Welsh Government's decision on the M4 relief road is an exemplary example of the impact that can be achieved to ensure sustainable development. The FGC office was no doubt supported significantly with information from eNGOs which in itself took up an enormous amount of resource over several years, charitable money that could have alternatively been spent on direct nature conservation. To ensure the FGC is further supported on future decisions and that do not marginalise stakeholders by way of the time needed to contribute, community groups and NGOs need to be given easy routes to submit evidence and additional funding to **support significant casework** when appropriate.
13. Coed Cadw is not against road and infrastructure developments and we welcome the processes encouraged by the WFG Act that ensure consideration of the full range of sustainability criteria. However, there is a considerable **challenge in engaging** with the WelTAG consultation process, and the subsequent scrutiny of each stage, given the very limited capacity in community groups, and NGOs such as ourselves. We understand that the Future Generations Commissioner has raised concerns with the Welsh Government that the Guidance is not being applied as intended and that there appears to be a significant lack of capacity within Welsh Government to support implementation and the capacity building that's required.

The leadership role of the Welsh Government

14. Since the creation of Natural Resources Wales there has been a significantly strengthened commitment to sustainable multipurpose management on the public forest estate in Wales but this is yet to be fully translated into operational delivery. A commitment to sustainable forest management is in theory written into the UK Forest Standard.¹ In Wales the WFG Act provides an additional directive, raising the bar on the meaning of sustainable forestry by requiring that a balance between objectives is 'sought', rather than merely 'considered'. A potential barrier is the Welsh Government ensuring that the current review of the UK Forest Standard reflects this **higher expectation** in Wales.
15. We would like to see Ministers and Members of the Senedd raising awareness of the rich wildlife assets that this nation has and should have. The Wales Environment Link Species Champion initiative is a good example of where cross party support can be given for nature conservation and its value to the people of Wales. In particular, there needs to be a strong and concerted effort to **prioritise nature most at risk** and to set the narrative of the importance of nature for future generations so we don't lose more species in the lifetime of this generation.

¹ <https://www.forestresearch.gov.uk/tools-and-resources/uk-forestry-standard/background-uk-forestry-standard/>

16. Barriers are likely to exist in potential **cross-border co-operations** between England and Northern Ireland with different countries operating to different legislation and guidance. For example, in stark contrast to the Wales National Development Framework is the Western Gateway Prospectus² which includes no reference to sustainability, biodiversity, green space or green infrastructure. It uses green growth as a heading but with no content. Welsh Government is in a strong position to influence cross-border commercial initiatives so that public body decisions do not negatively impact on the future generations of Wales.
17. The unique Welsh Government Plant! Scheme which plants a tree for every child born or adopted in Wales is a great opportunity to create **tree guardian journeys** from cradle to grave. However, the management of this scheme is uncertain and has not been given the prominence which we feel it could offer in linking with wellbeing plans, e.g. every PSB ensure there is a Plant! Site within their area of jurisdiction. It is a scheme that is held in high regard in other UK nations and one which the Welsh Government should hold on to with high esteem.

Any other barriers to successful implementation of the Act

18. To drive cultural change within the public sector, we suggest there needs to be **stability** to move from one state to a new one. Given the pandemic we are currently in, and with Brexit on the horizon, public body operations are not in a normal state. The uncertainty around plans, resources and the future state of the world will create insecurity and require flexibility to cope with large scale changes. This is a key barrier to better embedding of social and environmental factors into economic decision making. Wales should lead the way with a **Green Recovery plan** that is core to economic and social recovery creating a climate of certainty and assurance which reflects the urgent climate and biodiversity crises we are in and do what is needed at pace to ensure our future generations are not inflicted with the exponential costs of a less resilient environment.
19. Leadership should also come from within public bodies other than Welsh Government. Each public body needs to have a range of **environmental champions/leaders** to make sure that wellbeing plans are fully integrating environmental needs into socio-economic issues in a joined up way. The environment and in particular nature/biodiversity still represents the **poor relation** in the sustainability triangle as evidenced by the amount of resource allocated to it. Economic and Social services need to be 'greened' to make them truly sustainable. The NRW taskforce on Green Recovery has received over 180 proposals from a wide range of stakeholders including a substantial idea for a **National Nature Service** – a way of embedding the health of Wales with Nature experiences.
20. It is encouraging to see the focus and attention on the natural environment from Public Services Boards in their areas. Also, some health boards and national bodies in Wales are increasingly making the connections between a healthy, natural environment and better health and wellbeing. However it is not clear how the environmental sector can best **work with PSBs** and what strategically is the best model for working to bring out the best in all stakeholders towards common goals - some bridging and integration is needed to get the impact that is needed.

² <https://western-gateway.co.uk/wp-content/uploads/2020/02/Western-Gateway-ENGLISH-WEB.pdf>

21. We note that the Act has received **cross party support** and is an example of what can be achieved through a consensual approach. It provides a bastion against the politics of selfishness and short-termism. We hope this continues despite indications of a move towards more adversarial politics.
22. There continues to be an on-going challenge in translating the aspirations of the Act into **operational delivery**. Whilst resourcing is a constraint, we think there is more that can be done to ensure that operational practices are updated to better reflect sustainable development goals. Examples include accelerating emissions reductions, planning system process and decisions, improving community and stakeholder engagement, and supporting more sustainable multi-objective land management.
23. The ‘Future’ focus of the Act can tend to imply something distant, whereas thought is now needed on how the Act can engender the **sense of urgency** needed to address climate and biodiversity emergencies now.

How to ensure that the Act is implemented successfully in the future.

24. Illustrating the spirit of the Act, there is an opportunity to combine the **Wales National Forest Programme** with a refresh of the Welsh Government’s **Plant! scheme**, proposals for a Young Peoples Forest and a possible role for the Welsh **Youth Parliament**.
25. For the environmental pillar of sustainable development much depends on the capacity and willingness of Natural Resources Wales to act effectively to address sustainability issues, especially the on-going decline in biodiversity. Ensure **NRW has the clarity of purpose** and resources necessary to do this.
26. We suggest there is a need for a mechanism for scrutiny that can lead to **legally enforceable** implementation of the Act at every level where public money is being invested
27. As we leave the EU there is a looming gap in **environmental governance**, especially in Wales, where only temporary arrangements are proposed until a new Government brings forward new legislation. This means that citizens have no legal means to hold government to account where it fails to deliver on its environmental, and other, commitments.
28. Commitment to sustainable development appears to be weak at UK level. Governance in Wales can show leadership, for example, in its promotion of infrastructure projects in Wales, that respect the Welsh Parliament’s **statutory duty** to promote sustainable development.
29. With the accelerating impacts of the **climate and biodiversity emergencies** the “Future Generations” focus of the Act is more vital than ever. We suggest the Act deserves a much enhanced profile, and determined implementation, especially in driving the criteria for a green and sustainable post Covid recovery. There needs to be certainty around delivering on the **FGC’s Five Point Plan**.

████████████████████
26th November 2020

CTA's response to the call for evidence on the barriers to the successful implementation of the Future Generations Act

About the Community Transport Association (CTA)

1. This response is submitted by the Community Transport Association – a national membership charity working with community groups across the UK to support community-led transport.
2. Around 30% of CTA's 1,300 plus members are charities whose main work is the provision of community transport, while the other 70% run transport to complement their main charitable activities, such as Scout groups, Age Cymru and RVS branches.

About community transport

3. Community transport provides accessible community-led transport on a not-for-profit basis in response to local transport needs that the market has failed to meet, and often represents the only means of transport for people who are isolated and in vulnerable situations. Often, unmet needs result from:
 - a. Commercial and subsidised services that are unavailable, or have been reduced, withdrawn or altered because they are deemed commercially 'unprofitable'.
 - b. Services and vehicles that are inaccessible, particularly for those with mobility issues.
4. Under these circumstances, communities band together to create transport solutions to support a wide range of people to access key services and social settings vital for a good quality of life. For example, it enables older people with limited mobility to leave their house and meet friends, family and care needs; it helps people with disabilities to lead independent lives; and supports children and young people to reach school, college or work, and socialise.
5. By effectively harnessing local resources and forging partnerships with public bodies, civil society organisations and other local groups, community transport helps to alleviate transport poverty and its attendant problems. These include social disadvantage and exclusion, time and financial poverty, and multimorbidity.
6. Using a range of transport modes, including minibuses, MPVs, cars and mopeds, our members deliver services including dial-a-ride, voluntary car schemes, health transport, wheels to work, group hire, and more. Community transport vehicles are also uniquely inclusive – many vehicles are wheelchair accessible, with rear passenger lifts and convertible spaces, while drivers and passenger assistants are professionally trained to assist passengers with mobility issues.

Our response

Awareness and understanding of the Act and its implications

7. It is CTA's understanding that while most public and third sector bodies are aware of the Act, including small grassroots organisations, the Act as yet has little effect on how these smaller organisations work unless they are contracting for work with a public body. For most community transport operators in Wales, this is not relevant for them and so the impact of the Act is little felt.

The leadership of the Welsh Government

8. The CTA welcome the Welsh Government's continued commitment to the Act its use of the Act to underpin every piece of work. We also welcome the approach taken in the consultation process for the Wales Transport Strategy which embeds the Act at every level of both the strategy itself and the development process.
9. However, we feel concerned that short-term relief efforts and in year underspend may generate a tension with the long-term thinking and generational approach underpinning the Act. As such, we would welcome a commitment from the Welsh Government to ringfence funds to support the community transport sector beyond the immediate, emergency relief period, and for the Welsh Government to continue to think strategically about what resource is needed to ensure services that are fit for the future.

Any other barriers to successful implementation of the Act (e.g. Brexit, covid, etc.)

10. We believe that there are several barriers that may hinder the successful implementation of the Act – covid, Brexit, overemphasis on electric vehicles and digital exclusion; we address each of these factors in turn:

Covid

11. Since March, the community transport sector has been vital in maintaining community cohesion and supporting the wellbeing of its passengers, many of whom live in vulnerable situations. This is despite facing significant reductions in income owing to core community transport activities having to cease over the lockdown period:
 - **Vital services have continued** - such as transport to health settings like GPs and hospitals
 - **CTs have adapted their service** to meet new community needs, often in **collaboration with other community groups** such as local food banks, supermarkets and pharmacies, to:
 - o Deliver food, medicine and prescriptions to isolated passengers, often free of charge
 - o Provide transport for key workers
 - Stay in contact with passengers over the phone

- **CTs have adopted new cleaning protocols, invested in PPE and adapted vehicles** at significant cost to adhere to distancing rules and reduce transmission risks, such as by installing screens

12. As such, the community transport sector has provided for those who would not have otherwise been able to leave their homes and meet essential needs, such as shopping for food, collecting medicines and reaching work and health appointments, in a safe and secure way. Moreover, by maintaining social contact with passengers who have been shielding, CTs have also helped to alleviate loneliness and isolation for many in vulnerable conditions.

13. Due to the impacts of covid-19 these efforts to maintain community cohesion and wellbeing in line with the Act's aims to 'help equalise opportunities for all and play a role in supporting healthy lifestyles, improving community cohesion, and creating a well-connected Wales', are at risk.

14. The impacts of the pandemic are twofold:

Financial

- a) While many CTs have been able to make savings over the pandemic (mainly from reduced fuel costs and furlough payments) and use reserves to sustain operation for the current financial year, they have also been heavily impacted by lost fare income and group hire payments, which constitute a significant proportion of usual income for most CTs. Moreover, use of reserves undercuts monies originally saved for future needs, such as fleet replacement, placing operators in a precarious position for the future.
- b) Furthermore, while demand increases as services and businesses reopen, ongoing social distancing requirements will continue to place pressures on vehicle capacity, meaning that operators will have to incur increased operational costs (on fuel and salaries) to cater to renewed transport needs. In other words, CTs will need to work doubly hard to meet rejuvenated demand, preventing operators from recovering income lost over lockdown.

15. Confidence

- a) Fears over contracting coronavirus and Government messaging to avoid public transport where possible has generated a fear of leaving home, particularly for those who are unable to access and use private cars and must instead rely on public transport. Research conducted by the Research Institute of Disabled Consumers has found that 64% of respondents have not used public transport at all since restrictions were eased in July, with many citing fears about other passengers' and staff members' behaviour and use of masks and PPE aboard vehicles.

- b) Meanwhile, a [recent poll](#) conducted by Disability Equality Scotland in partnership with CTA found 95% of respondents agreed that changes to transport, such as altered timetables, reduced capacity and limiting car sharing has affected their access to key services; while another 93% agreed that the pandemic had made it more difficult to afford transport. However, respondents were quick to praise their local community transport providers for delivering vital support – for example, the report quotes one user who says, ‘Poor public transport, but Berwickshire Wheels Community Transport...fill the gap. They have even been delivering food during COVID-19 as people can’t get to shops or deliveries.’
- c) While results of this research are not Wales-specific, it demonstrates the overall fears felt by a vulnerable passenger group – people with disabilities – towards resuming transport in shared vehicles; and simultaneously proves the value of community transport in easing passengers’ concerns and helping them to access services.
- d) However, community transport has a high proportion of older volunteers, owing to licence requirements, many of whom have needed to shield during the pandemic. Conversations with our members has revealed that many feel fearful of returning to voluntary work, leaving the viability of volunteer-run services vulnerable.

16. These impacts – financial pressures, reduced vehicle and volunteer capacity, and an eroded passenger base – has left many community transport operators across Wales in precarious positions. The absence of CTs, should they be pushed to cease operations, will leave the needs of those in vulnerable situations, such as the elderly, disabled and rurally isolated (encompassing all generations) at risk of further transport poverty. This will have significant social and economic impact for Wales that could threaten the Act’s aims to protect future generations.

Brexit

17. Another key risk to the sector is the withdrawal of EU funds. Our concern is that future funds will be fewer and awarded through a competitive process, where payment will likely be conditional on immediate results, rather than the achievement of long term aims, and it is our view that awarding a grant or contract through competition, with price as the main or only consideration, does not get the best outcome for the commissioner or client and can leave providers in a precarious position. Where commercial services prioritise profit, community transport services prioritise social outcome and passengers’ needs, which then generate a healthy balance of social and economic benefits.

18. Should future public services or grants be commissioned/awarded through competitive, results based processes, the social and economic outcomes generated by CT are at risk

of being lost, to the detriment of the Act's ambitions to balance and protect all four dimensions of wellbeing for future generations.

19. CTA believe that to have impact and to truly make change that lasts, funding needs to be driven by community-led, asset-based approaches, rather than top-down private sector delivery.

EVs and modal shift

20. CTA agree with the Commissioner's report that Wales must prioritise modal shift as the primary way of achieving the Act's environmental goals and support the Commissioner's call for greater support for, and investment in, public transport and active travel. We also support the view that mass uptake of electric cars risks undermining efforts to achieve modal shift.
21. Improving public transport would reduce vehicles on the road, thereby cutting congestion and pollution; conversely, encouraging electric vehicle uptake will likely reduce motoring costs and encourage private vehicle usage, drive traffic growth and thereby increase carbon emissions, counter to the Act's goals. Furthermore, the production and manufacturing process of electric vehicles is carbon intensive and therefore underlines the need to make better use of existing shared vehicles.
22. Secondly, growing public transport will have a wider and deeper impact than the electrification of cars, owing to public transport being a more widely affordable form of transport. Conversely, electric vehicles are currently too expensive for most passengers, especially those groups who are already unable to afford a conventional private car. A push for increased electric car use would hence risk furthering socioeconomic barriers to transport.
23. Thirdly, we have considerable concerns surrounding the accessibility of electric vehicles and would be concerned that a policy drive towards its mass uptake would come at the expense of existing and future efforts to improve the accessibility of public transport, and ultimately result in disabled and mobility impaired people, as well as those living in rural areas, being written out of sustainable transport policy.
24. A recent research report on the accessibility of plug-in electric vehicles conducted by the Research Institute for Disabled Consumers (RIDC) found that the existing charging points infrastructure is not accessible for a large proportion of disabled people with mobility or dexterity impairments and that an increase in anxiety surrounding difficulties with charging electric vehicles can lead to changes in motoring behaviour that may culminate for some people in a loss of independence.
25. To ensure that vulnerable passengers are not left behind by sustainable transport measures, we recommend that community transport, as an accessible and

inclusive form of shared transport, is recognised when implementing the Act. Community transport vehicles are often wheelchair accessible, with rear passenger lifts and convertible spaces, while drivers and passenger assistants are professionally trained to assist passengers with mobility issues. Many of the trips that CTA members enable are 'everyday' journeys to visit shops, attend school and work, see family and friends, and reach medical appointments, which are vital to passengers' health and wellbeing, enabling them to feel more empowered, healthy and independent, and preventing and reducing social isolation and loneliness.

How to ensure that the Act is implemented successfully in the future

26. **Stable multi-year funding for community transport** – to ensure that community transport operators can provide well-maintained and stable services, there is a need for secure, long-term funding streams. The Bus Services Support Grant is awarded on an annual basis which creates uncertainty and the inability to plan for the future. It has also come to our attention that there has been a recent contract advertised for support for emergency departments with the Red Cross – funding is for one year only, which is not in keeping with the spirit or aspirations of the Act.
27. **More effective measures to ensure compliance** – where public bodies in any situation are not complying with the Act, there seems to be little evidence of repercussions and, while the Act is law, the Commissioner does not seem to have the powers to enforce it.
28. **A holistic assessment of needs with well-being goals and local objectives built into transport solutions from the outset** – to ensure that the wellbeing of all social groups, the needs of those with accessibility requirements must be built in from the outset, which can then benefit everyone else, too. For example, step-free access in bus and train stations not only benefits those with disabilities, but also those with pushchairs and small children and those using bikes.
29. **Co-design transport solutions with passengers and community members** - we agree with the Commissioner that transport bodies need to 'consider connectivity in its widest sense...plan and deliver mobility in a way that simultaneously improves health, encourages community cohesion and supports carbon reduction.' Community transport is able to deliver all these goals and has a unique insight into the needs of those with mobility needs; it is essential that the voice of CT operators and their users are included in any future implementation of wellbeing into transport design.
30. **Conduct a mobility accessibility audit** – currently the transport network is not sufficiently integrated to allow for efficient use of resources. While we are advocates of community-led transport solutions, we recognise that community transport cannot serve every transport need, especially given recent pressures placed on the sector by the pandemic. However, CT can be a huge asset to the public transport network, helping passengers to reach otherwise inaccessible bus stops and train stations either through

demand-responsive services or timetabled bus services, which then makes an overall journey on the public transport network possible. Yet, this contribution is often overlooked despite the benefits it creates for social and health outcomes (reduced loneliness and isolation, improved mental and physical wellbeing, and access to health appointments), and economic outcomes.

31. As such, we believe there is a real need to map what can be provided where, most efficiently, effectively and cost-effectively because this gap in knowledge is a huge hindrance to an effective transport network that is stable and reliable and helps to achieve the wellbeing outcomes that are long-lasting for future generations. An effective and systematic mapping exercise would also enable resources to be better shared, which would generate cost savings and help to achieve environmental goals. There still does not, moreover, seem to be a commitment to shared learning, which needs to be a key part of how we survive and then thrive in the future.

For further information, please do not hesitate to contact CTA's Policy Executive, [REDACTED]



Comisiynydd
**Cenedlaethau'r
Dyfodol**
Cymru

**Future
Generations**
Commissioner
for Wales

Senedd Cymru | Welsh Parliament
Y Pwyllgor Cyfrifon Cyhoeddus | Public Accounts Committee
Rhwystrau i weithredu Deddf Llesiant Cenedlaethau'r Dyfodol (Cymru) 2015 yn
llwyddiannus | Barriers to the successful Implementation of the Well-Being of
Future Generations (Wales) Act 2015
FGA33 Comisiynydd Cenedlaethau'r Dyfodol Cymru | Future Generations
Commissioner for Wales (Saesneg yn unig / English Only)

By email

27/11/2020

Dear Nick,

I welcome the opportunity to provide a contribution into the Inquiry by the Public Accounts Committee on the Well-being of Future Generations Act, specifically focusing on barriers to implementation. I look forward to giving evidence in person on 1st February 2021.

Ahead of that session I thought it would be useful to share with the Committee the findings from my [statutory monitoring and assessing](#) and [Future Generations Report](#) which are relevant to the Inquiry's focus. Specifically:

- 1. My findings around changing our public sector culture** – *relevant to your focus on barriers to successful implementation of the Act and the leadership role of Welsh Government.*
- 2. Reflections on progress by public body sector** – *relevant to your focus on how to ensure that the Act is implemented successfully in the future.*
- 3. Progress made towards the seven well-being goals** – *relevant to your focus on how to ensure that the Act is implemented successfully in the future.*
- 4. Challenges and Opportunities** – *relevant to your focus on understanding of the Act and its implications, and the support provided to public bodies.*

1.Changing our public sector culture

The Well-being of Future Generations Act is the greatest cultural change programme the Welsh public sector has ever experienced. Any cultural change takes time, but changes of the magnitude envisaged by the Act will inevitably mean that this is a long-term mission rather than a short-term fix – or as I often describe it, an expedition rather than a journey.

My role gives me a 'helicopter view' of how the 44 public bodies, as well as other public, voluntary and private sector bodies are applying the Act, and it's clear that no one has 'cracked' the Act across all of its legal requirements and aspirations. Progress is being made in certain areas, but there are areas for improvement too, as one would expect.

General Progress

- There has been a marked change in political commitment to the Act and in resulting policy decisions but there is some lag in the system.
- Every public body is doing something different in response to the Act, but not all are approaching it in the same way.

- Organisations are considering the long-term more than ever before, but the whole system needs to be thinking and acting for the long-term.
- The Act is providing a helpful tool for change makers to challenge the system. I am pleased to play a role in challenging blockers. I do not have the resources to deal with all of these challenges however, and there needs to be greater funding for capacity, leadership development and support transformational change.

Innovation

The Act is bringing about some excellent innovation. I am seeing a growing movement of change, with people daring to deliver differently to improve economic, cultural, social, and environmental well-being. We need to ramp-up how these are shared, mainstreamed, and supported by funding governance and performance management.

Cardiff Council is leading the way by setting out progressive targets and plans for active travel. A public health consultant was seconded from the health board to the council to lead on the transportation strategy. When you apply a public health lens to a transport problem, you get a different set of solutions. The Council has published a Transport White Paper, prioritising clean air and instigating a shift from private car travel to walking, cycling and public transport. They have also worked with parents to pilot a car ban in five primary schools.

The public institutions in Cardiff have realized that between them, they were employing 30,000 people in Cardiff, so they're now incentivizing their employees to travel sustainably through an Active Travel Charter. In order for the Council to reach its cycling and walking target of 43% by 2030, there has been a tenfold increase in investment in safe routes to cycle and to walk, and they've targeted that cycling and walking infrastructure towards those neighborhoods who have the highest level of air pollution and the lowest life expectancy.

Doctors can now issue prescriptions for free bike hire for those who would benefit from increasing their physical activity. And when Cardiff Council constructed our cycling infrastructure, they've also built in sustainable drainage, taking away over 40,000 cubic meters of water from an unsustainable drainage system through nature-based solutions. And in doing that, they've created sites for nature, we've cleaned and greened communities, and we've transformed concrete jungles. And when you travel from this area to our city center, you'll be met with areas which are closed off to traffic, where people can meet and businesses can trade outside the splendor of our medieval castle.

Integration

The five ways of working are intrinsically linked. I agree with the Auditor General for Wales when he says that integration is a precursor to effective collaboration and can facilitate a system-wide response, which enables public bodies to work preventatively. There are encouraging examples of public bodies demonstrating integrated thinking, such as setting well-being objectives on transport and linking this to objectives and steps on meeting carbon emission targets, improving physical health through active travel, meeting carbon emission targets, using local materials and labour and more.

Powys Council have a step under their objective on increasing housing to encourage the use of local, sustainable timber for new council and housing association projects.

However, opportunities are being missed to connect areas of work to achieve multiple benefits across the well-being goals. I have recommended integrated approaches within many of areas of focus because, for example, several public bodies have objectives relating to housing but have yet to make the connections to the significant impact of poor housing on physical and mental health (poor housing in Wales is estimated to cost the NHS £95m per year).

For example, whilst the new [Planning Policy Wales 10](#) recognises the impact of land use planning on well-being, in initial reporting Welsh Government have not recognised the far-reaching impact of the policy to help them meet their other well-being objectives and steps. Placemaking is crucial to meet their objectives like 'Deliver modern and connected infrastructure' and 'Build healthier communities and better environments', but the most recent Annual Report (2019) has not recognised Planning Policy 10 as a major reform in this respect.

Likewise, one public body has set an objective to have better connected communities and another objective to improve the environment, supporting health and well-being. These objectives were not initially integrated, with the public body seeking to improve road infrastructure in order to connect communities at a cost to their objective to improve the environment. Had the public body fully considered integrating their objectives and the 'double test' of the Act (see below), they would have considered different steps and solutions.

Another example can be seen with Creative Wales. While its establishment by Welsh Government is very welcome, its plan, Priorities for the Creative Industries in Wales, does not make any reference to meeting the aspirations of the Well-being of Future Generations Act, potentially missing an opportunity to harness the power of the creative sector in meeting several challenges.

While culture is one of our most powerful tools for change and has played a vital role for raising awareness around climate change, A Low Carbon Wales includes little reference to culture and how it can be harnessed to help meet decarbonisation targets. I believe that any future action, and especially action aimed at behavioural change to tackle the climate emergency and natural crisis, should take cultural interventions into account and should work in collaboration with the cultural sector to inspire positive change.

Welsh Government's strategy 'A Healthier Wales: long term plan for health and social care' is another such example. The strategy is a definite step in the right direction, as it says it has a 'vision of a whole system approach to health and social care, which is focused on health and well-being, and on preventing illness.' However, the actions set out in the strategy seem to miss the links that can be made with the wider determinants of health, alongside recognising the need for a whole system approach to keeping people well.

Insight

Whilst partnership and collaboration have improved, public bodies need to explore more comprehensively the information and intelligence held by organisations and groups beyond the most obvious partners. Decisions should also be informed by insight on future trends.

Implementation

Most public bodies are making progress on implementing the Act but in different ways - some are delivering the 'what' and some are delivering the 'how'. There is further work needed to fully demonstrate the 'double test' of the Act – applying both. 'What' you decide to do should use the five ways of working to find the solution that best contributes to all your local well-being objectives and the national goals. But 'how' you deliver that solution must also use the ways of working and seek to contribute to the goals.

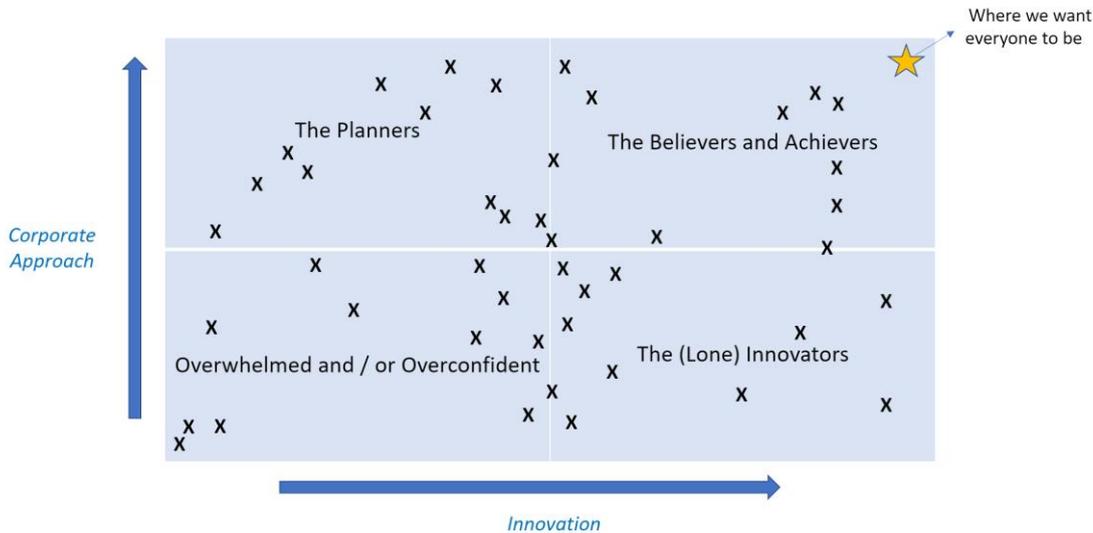
An example of where a public body has considered the 'what' but not fully considered the 'how' includes the initial criteria for the Welsh Government Housing Innovation Fund. The fund was established as a solution to increase housing stock that was fit for the future but in implementing the 'what' (i.e. the fund), Government did not fully consider the 'how' in its delivery. For the first few rounds of funding, bidders were asked to demonstrate contribution to just one of the seven national well-being goals. This meant an opportunity was missed in seeking to fund housing that was more innovative, sustainable, contributing to several aspects of well-being – rather than just building homes. Welsh Government have taken on board my advice with respect to this programme and bidders are now asked 'how' they will contribute to all goals.

It is positive that some public service leaders have demonstrated clear senior-level commitment to embed the new ways of working *throughout* the organisation rather than just within a person or team who 'does the Act' on everyone's behalf.

My analysis of implementation loosely categorised the 44 public bodies into the following four groups, illustrated by the graphic below:

- 1) The Planners:** Organisations that have started with their corporate planning and strategies, set a strategic direction but are at different stages of changing their culture, delivering differently and demonstrating progress. Some of these organisations have funded dedicated resources, training and staff to encourage change.
- 2) The (sometimes lone) Innovators:** Organisations who have sometimes struggled to fit the corporate direction into their well-being duties but are thinking and delivering differently because of the Act. These can be pockets of individuals or teams who are seeking to change culture, sometimes against the corporate centre reluctant to transform. These organisations typically 'undersell' themselves because they struggle to align corporately and affect wider change across the organisation.
- 3) Believers and Achievers:** Organisations where there are examples of innovative practice, change makers and champions of the Act – sometimes daring to deliver differently against ingrained culture, other times fully supported by leaders. Public bodies should be in this space. There are many examples of individuals and teams who understand using the Act as a framework for change, but the pockets of innovation vary from place to place.

4) **The Overwhelmed and / or Overconfident:** Organisations who are either overwhelmed through responding to perceived and real crises and those who see the Act as a side-line to their core business or believe they have already 'cracked' the Act.



Barriers

Despite the solid start, there are several systemic barriers to progress:

There is an implementation gap between the aspiration set out by Welsh Government in policy and legislation and their commitment to drive and resource delivery on the ground.

The Act provides ways of working and, therefore, it spans all areas of legislation, policy-making, decision-making and delivery. Contributing to the broader challenge of implementation, there is a myriad of existing ways of working in place that do not embed the Act. Therefore, there is a dual challenge in Welsh Government's leadership role to ensure new policies and legislation reflect the Act and existing information is updated.

While new policies and legislation are showing promise, Welsh Government have an overly optimistic view of what it takes to implement these. As a result, the cultural change required has been under resourced.

As well as resourcing the introduction of legislation, policy and guidance, Welsh Government need to fund their implementation, including delivery capability, awareness raising, training and robust monitoring. Additional investment is needed to get every organisation to the 'Believers and Achiever's' category (see above). Assessment of the resources required for cultural change should be built in from the start. When the Social Services and Well-being (Wales) Act 2014 was introduced the Social Care Workforce Development Programme (which totaled £12,015,714 in 2012-13) was redirected to ensure "relevant staff receive the training they need throughout the preparation for, and implementation of, the Act." And up until 2012-13, an additional £1.5m had been made available to local authorities and their partners to build capacity locally and to begin to prepare for implementation of this Act. As well as this funding, other funding streams such as the Intermediate Care Fund

(now Integrated Care Fund) and Transformation Fund has been channeled towards implementing the Social Services and Well-being Act. (ICF was £50m in 2014/15. Latest figures suggest £129m for ICF and £50m for TF from 2020-2022 across Wales).

No such costs were outlined within the Regulatory Impact Assessment for the Well-being of Future Generations (Wales) Act. There are numerous occasions when I have advised Ministers and civil servants of this implementation gap. For example, the Wales Transport Appraisal Guidance was updated in 2017 in line with the Well-being of Future Generations (Wales) Act. Still, there has been a lack of resources and training for its proper implementation and no analysis of capacity in the current system to enable these changes to happen.

You can find further examples and findings regarding the implementation gap in our Future Generations Report. In particular, you may wish to read 'Chapter 2: [Welsh Government](#), [Public Sector](#) and [Procurement](#)'.

Welsh Government continues to complicate an already complex landscape.

Welsh Government continue to introduce new guidance, policy, legislation, and reviews that overlook the Act and create new layers of complexity and governance. This displays a lack of integrated thinking and suggests that Welsh Ministers need more robust mechanisms for join-up and seeing the bigger picture.

There is a lack of clarity over how they interact with each other and their obligations under the Act, and there is a tendency to by-pass existing boards that have already been set up. For example, to deliver on a well-being objective to *'give every child the best start in life'* a public body would need alignment between Public Services Boards (PSBs), Regional Partnership Boards, Area Planning Boards, Community Safety Partnerships, Regional Skills Partnerships and City / Regional Growth deals. The Local Government and Elections (Wales) Bill potentially adds to an already complex and crowded partnership environment by creating statutory regional Corporate Joint Committees and proposes they will also be subject to the well-being duties of the Act.

There should not be any new reviews, commissions or bodies or governance structures, which do not have the requirements of the Act as part of their terms of reference.

Public Services Boards are not being given a high enough priority or resource by Welsh Government.

I have recommended to Welsh Government they should consider how to provide more funding opportunities to PSBs, strengthening the link between national and local delivery. Further guidance is also needed to ensure that Welsh Government representatives on PSBs are having opportunities to share their insight with Welsh Ministers and across Government. Welsh Government should ensure the civil service representative on each Board is gathering this intelligence on local delivery, playing a more active role in working across Government to resolve issues and concerns. These representatives should be reporting challenges and opportunities to full Cabinet regularly.

There is a need to ensure consistency in using the language of the Act in legislation, policy, guidance, ministerial statements, performance frameworks and terms of reference for review boards.

In many cases I have seen the implementation of the Act undermined or confusion caused by conflicting language in guidance and policy. Differences in language within policy, legislation and guidance coming from government

serves to distract from the Act. In particular, those responsible for implementing the Act in Health Boards have raised concerns that this results in the Board and senior management seeing the Act as separate to what they do.

Examples of different language being used in documents include:

- The Parliamentary Review of Health and Social Care (2018) makes passing reference to the Act, the ways of working and sets a timeframe of transforming health and social care over the next five-ten years;
- The Welsh Government Integrated Care Fund guidance (2019) defines 'integration' in a different way to how the Act defines the term, focusing on partnership and new models of services;
- The Fair Work Commission (2018) was established with little reference to the definition of a "prosperous Wales", which includes the term "decent work".
- Welsh Government's most recent Annual Report (2019) on progress towards their well-being objectives describes a "more prosperous, equal and greener Wales."

The short-term funding cycle are a barrier to long-term thinking.

Financial planning and short-term funding inhibit the ability of public bodies to meet their well-being objectives and result in making collaboration, involvement, prevention, long-term thinking, and integration more challenging. Much of this is in the power of Welsh Government to address. Nevertheless, all public bodies should do more to align financial planning and well-being to plan for the long-term, and whilst most would also welcome longer-term funding, they should accept that a large proportion of the budget is static and does not change year on year. Setting out a vision through their well-being objectives should help them to plan longer-term and work towards funding meeting their objectives.

Performance and regulatory frameworks drive progress and change in the wrong areas

Public bodies describe how corporate planning and reporting progress on their well-being objectives is a challenge because they are responding to other duties and requirements placed on them by Welsh Government.

For example, in health bodies, their main vehicle of corporate planning and reporting performance is their Integrated Medium-Term Plans. While these cover three years, the majority of financial planning and approval undertaken with Welsh Government still follows an annual cycle. Even a three-year cycle contradicts the Act in thinking long-term and preventatively, driving behaviour within health bodies that focuses on short-term, crisis management. There is no requirement on health boards to account for their performance against their well-being objectives from the Health Minister or senior officials in government.

It is entirely within the power of government to rectify this situation and ensure that performance management and reporting requirements set by Welsh Government reflect the Act better. This should be addressed as a priority.

There needs to be better integration and join-up

Traditional, siloed structures in Welsh Government (and other public bodies) are not designed to enable an integrated approach to decision-making. For example, in Welsh Government, the way Main Expenditure Groups are still organised in terms of Ministerial portfolios ('Education', 'Health and Social Services') means it is challenging for collaborative decisions to be made. This can result in narrow policies, measures and funding criteria which filter down to public bodies, which makes applying the five ways of working locally, or taking a holistic 'place-based approach,' very difficult.

There are numerous times when I have advised Ministers and officials of a lack of join-up. For example, the National Development Framework and targets for homeworking were announced within ten days of each other, but no link was made between the two. There needs to be a requirement to show where the connections are across different policies and how they interact.

Similarly, multiple working groups and Ministerial Advisory Groups were established as part of the Welsh Government's work on COVID recovery planning which were not aware of each other and had limited cross-reference. A solution would be simple mapping of boards across Government and requirement in Terms of Reference to consider.

The leadership role of the Welsh Government

Welsh Government plays a critical role in the success of the large-scale cultural change programme driven by the legislation, not just because they are a major public body covered by the Act themselves, but because whether or not they demonstrate the principles of the Act has a significant impact on what other public bodies do. To ensure that the Act is implemented successfully in the future, I have recommended to Welsh Government that they:

- Remove barriers to effective implementation of the Act, provide trusting leadership to public bodies and Public Services Boards, incentivize and encourage adoption of the Act, reduce bureaucracy on public bodies and welcome new approaches.
- Adopt a model of well-being budgets.
- Lead the way in instilling values of kindness at every level of government and in public policy.
- Work to bring outside expertise into Government. For example, the 'Ministry of Possibilities' in the United Arab Emirates brings together the brightest and the best from all levels of government and public service, the private sector and third sector, to develop and implement innovative solutions to current or future challenges. This has been identified by the OECD as one of the leading innovations in governance in their 'Embracing Innovations in Governance Global Trends report 2020 (which also includes the work being done in Wales around the Well-being of Future Generations Act)
- Introduce a 'Real Life Fast Track' programme within the Civil Service and Public Sector to involve broader perspectives and experiences in policy development. In addition to considering how professionals and officials work together across sectors to devise policy – there is a real opportunity to harness the knowledge and insight of those with lived experiences to work alongside the civil service. Building on the

successes of various graduate programmes and apprenticeships, I would encourage Government to explore approaches to actively draw in diverse experiences.

- Establish a cross-party, cross-sectoral Commission to create a long-term vision and strategy for the Welsh public sector of 2050.
- Close the 'implementation gap'. In seeking to close this implementation gap, Welsh Government should be applying the ways of working in how they design, resource, deliver and evaluate the implementation of policy and legislation.
- Appoint a Minister for Prevention, with responsibilities for taking a whole-government approach to investment in prevention. This would not remove the duty of all Ministers to demonstrate how they are applying the definition of prevention in their own portfolios but would drive coherent action in the most significant cross-cutting areas.
- Top-slice budgets for specific spending on prevention.

2. Sector Findings

My [statutory monitoring and assessing in 2018-19](#) allowed me to examine progress by each individual public body, as well as by each of the public sectors subject to the duties of the Act. My [Future Generations Report](#) also provides particular insights into how different pressures impact on the range of public bodies subject to the Act.

Across all public bodies subject to the duties of the Act, I have found that the corporate areas of change outlined in the Act are potential levers to drive change, and whilst many public bodies are making better use of procurement, they should more clearly demonstrate how they are using the other corporate areas such as workforce planning, financial planning. Welsh Government must incentivise and encourage use of the Act in these areas.

Findings across the Health sector

There is compelling evidence that we are not investing in the best balance of services to keep people well and the NHS is struggling to prevent illness. The current approach to funding means the NHS must prioritise treating ill people because there is a high demand, and it is performance managed as such by Government. The adage of "what gets measured, gets done" is significant because health bodies struggle to implement the Act with these pressures.

As such, there is a contradiction in the priorities placed on Health Boards through the Act and from Government. It appears that there has been little focus on health boards accounting for their performance against their well-being objectives from the Health Minister or senior officials in government, and their work is too often driven by short-term targets and crisis management, and this is having the unintended consequence of making our population less healthy. The performance management framework set by Welsh Government needs to evolve rapidly to reward and recognise the delivery of well-being outcomes, not focus on outputs, quantitative information, and processes.

There is an encouraging evidence of some health Boards increasing their focus on implementing the Act and finding innovative approach such as Swansea Bay Health Board's management of Glanrhyd Hospital in Bridgend focuses on supporting people through mental illness by creating space for nature, and the Healthy Travel Charter in Cardiff and the Vale of Glamorgan.

There is some evidence that they are adopting approaches that are more preventative in places, for example, the Transformation Fund is funding some interesting approaches, such as Integrated Well-being Networks in Gwent and the I CAN community hubs in Llandudno, Rhyl and Prestatyn. However, it is clear that more work is needed for a system-wide shift to prevention. There is insufficient evidence that bodies have considered the type of prevention they are investing in (primary, secondary, tertiary), the outcomes they want this investment to achieve, and how they should shift investment to primary and secondary prevention. Preventative activities still primarily relate to medical interventions rather than considering a holistic approach to prevention more widely.

However, as a result of the challenge in changing culture and the focus from Welsh Government health bodies have largely focused on health and social well-being. Most health bodies have set well-being objectives focused on the more traditional definition of 'health' and failed to consider how they can respond to environmental, cultural and economic well-being. For example, through air quality, poverty, inadequate housing, and loneliness. Developments in the last year are more promising. I recommend that health bodies should consider setting broader well-being objectives, in collaboration with other bodies, and ensure that the steps they are taking to meet their objectives are clear.

Most health body objectives tend to be in the traditional realm of:

- 'We will provide high-quality care as locally as possible wherever it is safe and sustainable'
- 'Provide sustainable Domiciliary Care'
- 'Deliver quality health and care services'
- 'Have a planned care system where demand and capacity are in balance'

However, more recently there have been examples of the health sector thinking more broadly. For example, Hywel Dda Health Board's reviewed well-being objectives in 2019-20 include: 'Promote the natural environment and capacity to adapt to climate change' and 'Plan and deliver services to enable people to participate in social and green solutions for health.'

There is a need for greater consideration of long-term thinking across their work. I understand that this lack of focus is partly due to pressures but also due to lack of understanding of trends, futures-thinking, potential disruptions and the impact on localities.

There is a perception that the Social Services and Well-being (Wales) Act has been far better resourced than the Well-being of Future Generations Act by Government, despite both Acts demanding transformational change and the fact that the majority of broader health determinants lie outside of the health and social care interface, which does not seem to be recognised by Welsh Government's Health Department. This has meant that the attention of

Health Board staff is often diverted from the work of Public Services Boards to Regional Partnership Boards, where the scope of improving well-being is more limited. For example, Welsh Government agreed a £7.2 million 'Prevention Fund' to 'support effective interventions in relation to the prevention of ill health and early years.' This funding has been allocated to health boards (with priorities needing to be agreed with Regional Partnership Boards), against my advice that it should be focused on the broader determinants of health at a Public Services Board level.

Findings across government sponsored national public bodies

As with other public bodies, national bodies describe a disconnect between various duties and priorities imposed on them by Government. The annual remit letters provide an outline of deliverables and allocated funding. The short-term, annual nature of these letters hampers their ability to focus over and above immediate deliverables. It is encouraging to see some national bodies challenging the system, like Sport Wales, who are reforming their performance management.

Remit letters should provide much clearer requirements and integration of duties to enable implementation of the Act, they should follow discussion with Government on how the remit letters reflect the well-being objectives of Government and of that public body. Where performance measures are provided, they are mostly traditional output measures, which means national bodies currently struggle to show impact and progress on their well-being objectives.

As such, there is naturally a variation in how the national public bodies apply the Act. Where national bodies have a specialist remit, such as the Arts Council for Wales or Natural Resources Wales, there is a stronger contribution to the relevant well-being goals. It is positive to see good practice in these areas but public bodies must set objectives that maximise contribution to all well-being goals holistically, not just those that relate most to their remit. This could partly be addressed through increased collaboration, integration and involvement. However, capacity is an issue. National bodies have raised with me and the Auditor General for Wales that collaboration can be challenging; they find it difficult to engage with complex governance structures, struggle to find the resources to support partnership and collaborative working.

Nonetheless, there are good examples of national bodies taking action to contribute to multiple goals – not just the ones most relevant to their remit. For example, Amgueddfa Cymru are contributing to a Wales of vibrant culture and thriving Welsh language, a prosperous Wales, a more equal Wales, a Wales of cohesive communities, a healthier Wales and showing the impact of collaboration through their objective "People in Wales have opportunities to develop skills through cultural learning". They have embarked on a project to increase the number and diversity of their volunteers. By actively collaborating with other organisations, they have diversified and broadened the volunteer base and substantially increased the numbers volunteering to approximately 700 people.

During the Section 20 Procurement Review, the National Library of Wales shared that they decided to cancel the commissioning and procurement of a building to store tapes and films, as part of a large national broadcasting archive. The building would have had a negative environmental impact and did not reflect

the organisation's well-being objectives or the four dimensions of well-being. The cost of the building has been redirected to projects focusing on community engagement, culture and heritage. This new approach has been supported by the Heritage lottery.

Findings across local government

The responsibilities of Local Government are far-reaching and, therefore, there are numerous sections of my Future Generations Report that are relevant to how Local Authorities are applying the Act in 'what' they do and 'how' they do it; from transport, to housing, to planning, to nature restoration, to skills and education, for example.

My monitoring and assessing of progress found that there are capacity issues being felt in Local Government, for example, financial pressure facing local authorities are limiting capacity to lead long-term change. This is not necessarily about needing resources for new services or more people, but rather about the capacity of the stripped back services and corporate areas of Local Authorities to lead change, think innovatively and reach out to collaborate and integrate with others - whilst also managing increasingly pressurised day jobs.

Progress is being made on meeting well-being objectives in some areas, but there is variation in how decision-making is applying all of the five ways of working – as described in part 1 above. Local Authorities need to better explain their use of the five ways of working and how they are taking all reasonable steps to meet their objectives in decision-making. Whilst there are good examples of local authorities, often with PSB partners are considering long term trends for example, the Gwent PSBs have collaborated with Ash Futures Consulting to publish a Horizon Scanning Report on trends for the next 20 years, which they are using to determine steps to meet their well-being objectives and inform regional work. Cardiff Council and Cardiff PSB similarly have set out their well-being objectives in the context of 'Cardiff Today' and 'Cardiff Tomorrow' providing predicted trends for 2036 to demonstrate why they have made certain decisions. Local Government should more clearly demonstrate how they are considering long-term trends and scenarios.

Many public bodies are going beyond their traditional functions to work with others, but collaboration needs to move beyond the most obvious partners and 'information-sharing' towards more powerful partnerships and pooling resources. For example, Local Authorities have not always made clear connections between their well-being objectives on skills with schools within their area, Growth / City Deals, Regional Skills Partnerships and other Further and Higher Education institutions.

Local Government have reported that the timings of the legislation have been an issue. Elections shortly after the publication of objectives (May 2017) and the later publication of Public Services Board well-being assessments and well-being plans are viewed as anomalies within the Act. I have encouraged critically revisiting objectives and steps on a regular basis.

As with other sectors, Local Government have found corporate planning, performance management and reporting requirements set by Welsh Government prohibitive to implementing the Act. The short-term nature has

been a distraction, disrupting their desire to act for the long-term in requiring a report that shows measurable improvement annually. It is encouraging that the Local Government and Elections (Wales) Bill seeks to provide a new performance and governance system, but I have been advising Government against complicating duties outside of the Act once again.

All sector findings and recommendations can be found [here](#).

3. Progress against the well-being goals

The well-being goals represent a common vision for the future of Wales – what public services need to be collectively aspiring to. There is positive action being taken on all of the goals, in places, and pockets of good practice where I can see determined progress being made.

However, some goals are less understood, and clarity is lacking on how public bodies are meeting them. This is particularly true of *'A Prosperous Wales'*, *'A Resilient Wales'* and *'A Globally Responsible Wales'*. There is a tendency to rely on the title of the goals, neglecting the full extent of their legal definitions.

The use of language associated with the goals also continues to be a problem. For example, Welsh Government's latest Annual Report (2019-20) is titled 'a more prosperous, equal and greener Wales', which can be confusing and undermine the framework as set out in the Act.

However, when I compare earlier corporate plans with more recent annual reports of public bodies, the general understanding of the goals and their meaning is improving. Health boards, for example, are setting objectives and steps relating to *'A Resilient Wales'*, and more bodies are exploring what they can do to contribute to more of the goals.

A key challenge is also the lack of integration between goals and objectives. This is consistent with the findings of Audit Wales. Action in an area (for example, skills, land use planning, transport, housing) often focuses on one goal, instead of seeking to have multiple benefits across the well-being goals.

Several public bodies have introduced tools and templates to help people consider how their proposal is integrated and contributing to each of the seven national well-being goals. However, paper-based exercises are not enough to show how public bodies are working differently.

There is still a lack of understanding that the goals should inform objectives and steps – rather than setting objectives and steps and hoping they retrospectively fit and contribute to the goals. Public bodies can also demonstrate their contribution to the goals through the seven corporate areas of change (and their own corporate approaches).

I am seeing evidence from some, for example, Natural Resources Wales, Amgueddfa Cymru, the fire and rescue services and national park authorities, of being more imaginative and collaborating with others to contribute to a wider set of goals. Public bodies should move beyond paper-based exercises, ensure staff are trained, supported and constructively challenged on the application of the Act.

South Wales Fire and Rescue Service and Natural Resources Wales have demonstrated the power of collaboration, integration, and involvement by seeking to work towards their objective to 'Reduce the number of

deliberate fires'. A range of methods have been adopted, but the 'Healthy Hillside' project in collaboration with the Wildlife Trust, local authorities, other voluntary sector partners, local farmers and the wider community shows contribution to A Prosperous Wales, A Resilient Wales, A Healthier Wales, A Wales of Cohesive Communities and A Globally Responsible Wales.

My recommendations for all public bodies and boards covered by the Well-being of Future Generations Act are to:

- Test every-thing they do according to the Act's 'double test' of the 'what' and the 'how'.
- Develop their corporate centre and processes in line with the requirements of the Act, but also encourage innovation and culture change.
- Invest in building a movement of change, identifying and breaking down barriers to implementation and promoting wide understanding of how each part of their organisation contributes to the national mission of the Act - improving the well-being of future generations.
- Involve their workforce in meeting their well-being objectives; start with their own actions, their teams, departments, and whole organisations; to meet the national well-being goals.
- The whole system needs to be thinking and acting for the long-term. The Government are yet to publish national milestones regarding the national well-being indicators of the Act, which may help public bodies to act more for the long-term and set appropriate annual targets or measurements to get closer towards milestones. Welsh Government should seek to set milestones in collaboration with others. PSBs and public bodies should then consider a similar method to define success for achieving their well-being objectives and steps in five, ten, fifteen, twenty and twenty-five years.
- Undertake horizon scanning exercises to think, plan and resource for the long-term future with others in collaboration – public, private, voluntary sector and members of their community. Welsh Government should help by establishing a targeted resource to help public bodies build capacity in long-term thinking, planning and futures techniques.
- Ensure they are taking an integrated approach, aligned with well-being objectives in order to achieve multiple benefits across the well-being goals.

4. Challenges and Opportunities

I am seeing individual champions of the Act, and its ways of working, change the way we deliver and design services across Wales. For example, the way transport planning is being done in our capital city, reforming the way we think about keeping older people well, shifting beyond delivering 'services' to focusing on what matters to them. I am seeing politicians reject the status quo of addressing congestion through building more roads, instead looking for solutions which are better for the well-being of people and planet.

However, both I and the Auditor General for Wales have found that public services are not resourced sufficiently themselves to support the cultural change required by the Act, and this is limiting positive impacts being felt within communities.

As Commissioner, one of the purposes of my office is to support the application of the Act and, as a result, responding to over 600 of requests for support which range from:

- requests to support the drafting and updating of policy (e.g. NDF, PPW and LDP Manual),
- requests to be part of review groups (e.g. WelTAG Review and the Digital Skills Review) or sit on boards (e.g. Welsh Government's Freelancers Pledge Working Group),
- requests to provide feedback to reports and corporate plans (multiple from different public bodies, most recently from National Museum on their new corporate plan and strategy)
- smaller requests for information, resources, and our position on a variety of issues

My team have produced resources and supported public bodies in a variety of ways, which we hope will challenge thinking, decision-making, delivery, and scrutiny:

- A series of Future Generations Frameworks on [infrastructure projects](#), [service design](#) and [scrutiny](#). These act as a series of prompts to support decision-making
- Achieving the '[Art of the Possible](#)': a series of journeys towards each of the well-being goals and 'Involvement' which give the areas which I recommend public bodies focus on in setting objectives and steps to meet the goals as well as practical examples and case studies to support this
- A [self-reflection tool](#) to support public bodies to reflect on and have conversations around progress
- Guidance on how to [set good well-being objectives](#)
- A [futures guide](#) to help to think and plan better for the long-term
- Extensive targeted written and oral advice to Welsh Government, public bodies, organisations not covered by the Act and individuals (e.g. Environmental Permitting, M4 Relief Road, Welsh Government's Budget, the Climate and Nature Emergency and COVID-19 Recovery)
- Delivered presentations to public bodies and Public Services Boards on a variety of issues including, the Act, implementation, integration, and long-term thinking.
- Supported Public Services Boards and Welsh Government through our Live Lab models.
- Advice to Public Services Boards on well-being assessments and well-being objectives.
- Published research (e.g. 'Transport fit for Future Generations' and 'Education fit for the Future').
- Published a '[10 Point Plan to Fund Wales' Climate Emergency](#)'.
- Currently undertaking a Section 20 Review on Procurement and will issue recommendations.

I also endeavour to find creative ways to communicate my advice which includes via the Future Generations Leadership Academy, Newsletters, Young People's versions of my Manifesto for the Future and via a Poet in Residence. Much of my resources and advice is also developed, designed and published in partnership with others.

The level of support and advice offered to public bodies and Ministers increases year on year - requests for support and advice to my office were up by 78% in 2019-20 from 2018-19. My current level of funding is insufficient to allow me to thoroughly monitor and assess all public body well-being objectives and provide the

level of support needed to change public sector culture. This is a case I have repeatedly made to various Senedd Committees and to Government.

I have consistently raised concerns about how this has a negative impact on the quality and level of my support and advice I can offer. My Office is the lowest funded of all the Commissioners with a significantly larger remit. This means I struggle to resource all of the requests for support and advice my office receives and I am forced to make difficult choices and prioritise some requests over others, depending on size of the request, the capacity of my team, and the links to my on-going work and areas of focus.

This demand on the capacity of my office looks set to increase (for example, Corporate Joint Committees will soon also be subject to the Act and will, therefore, require monitoring, assessing and advice from me). Disappointingly, the regulatory impact assessment for the establishment of Corporate Joint Committees does not include any additional cost to my office despite additional burdens to Audit Wales and other organizations' being detailed in it. Other areas include the possible impact of my functions because of the UK's exit from the EU and the subsequent changes to HEFCW's remit and establishment of a Commission for Tertiary Education and Research. I do not think continuing to ask my small team to cover such a wide remit and deliver a statutory work programme, that is inadequately resourced, is sustainable.

Going forward, as Welsh Government and public bodies plan their recovery from the COVID pandemic and deal with ongoing challenges, the long-term and integrated focus of the Well-being of Future Generations Act has never been more essential. We have a once-in-a-generation opportunity to create public services that tackle the ongoing economic, equality, health, climate, and nature crises that provides the Wales We Want for our communities.

I look forward to meeting the Committee in the New Year to contribute to this important inquiry and to expand on my findings and recommendations in the Future Generations Report.

Yours Sincerely,



Sophie Howe

Future Generations Commissioner for Wales

Ymateb Bwrdd Gwasanaethau Cyhoeddus Gwynedd ac Ynys Môn. Ymgynghoriad: Rhwystrau i weithredu Deddf Llesiant Cenedlaethau'r Dyfodol (Cymru) 2015 yn llwyddiannus

Cyflwynir yr ymateb gan Emyr Williams, Cadeirydd Bwrdd Gwasanaethau Cyhoeddus Gwynedd ac Ynys Môn

Dymunwn ddiolch yn fawr am y cyfle i ymateb i'r ymgynghoriad uchod. Mae Bwrdd Gwasanaethau Cyhoeddus (BGC) Gwynedd ac Ynys Môn wedi rhoddi ystyriaeth lawn i'r chwe mater a gyflwynwyd gennych a gwelwch ein sylwadau isod. Rydym yn nodi fod cyfle yn ogystal i ymhelaethu ar y pwyntiau isod trwy gymryd rhan yn yr ymgynghorid o gyflwyno tystiolaeth ar lafar ym mis Ionawr 2021, a chroesawn y cyfle yna yn ogystal.

<p>1. Ymwybyddiaeth a dealltwriaeth o'r Ddeddf a'i goblygiadau.</p>	<p>1.1 Mae ein dealltwriaeth o'r Ddeddf fel Bwrdd Gwasanaethau Cyhoeddus (BGC) yn dda, ac yn cael ei ddefnyddio'n llawn i lywio gweithgarwch cydweithredol y BGC. Rydym yn ymdrechu i wneud penderfyniadau sy'n cymryd i ystyriaeth anghenion hirdymor .</p> <p>1.2 Mae'r BGC wedi rhoi egwyddorion y Ddeddf fwyfwy ar waith wrth ymateb i'r argyfwng Covid_19. Bu i'r BGC mewn gweithdy diweddar roddi ystyriaeth i'r materion sy'n effeithio ar ein cymunedau yn y tymor byr ac yn y tymor hir, gyda ffocws ar adfer llesiant a gwynwch cymunedol.</p>
<p>2. Yr adnoddau sydd ar gael i gyrff cyhoeddus i roi'r Ddeddf ar waith a pham mor effeithiol y maent wedi cael eu defnyddio.</p>	<p>2.1 Unwaith yn rhagor cyflwynir yr ymateb o safbwynt y BGC. Mae'r adnoddau a ddarperir i'r BGC ymgymryd â'i weithgaredd yn brin iawn.</p> <p>2.2 Mae'r risg ganlynol wedi'i nodi ar gofrestr risg y BGC sef diffyg cyllid, adnoddau a chymhwysedd gan y BGC i gyflawni ei waith .</p> <p>2.3 Er bod cynnig o grant Rhanbarthol o tua £80k wedi ei wneud yn y gorffennol, fe adroddwyd fod y meini prawf yn</p>

	<p>anhyblyg a buasai yn well alinio' defnydd o'r grant i'r 5 ffordd o weithio. Wrth gyfeirio at adnoddau sydd ar gael i gefnogi gweithredu'r Ddeddf hon, mae'n bwysig nodi fod cyllid wedi bod ar gael i Fyrddau Partneriaeth Ranbarthol o dan y Ddeddf Gwasanaethau Cymdeithasol a Llesiant, sy'n caniatáu iddynt gyflawni yn unol â'u cynlluniau strategol</p>
<p>3. Y cymorth y mae Comisiynydd Cenedlaethau'r Dyfodol yn ei roi i gyffwrdd cyhoeddus.</p>	<p>3.1 Mae lefel y cymorth mae'r BGC yn ei dderbyn gan y Comisiynydd yn dderbyniol. Nid oes cyswllt rheolaidd, ond yn hytrach derbynnir cyngor a her ar bwyntiau penodol e.e. cyhoeddi'r Asesiadau Llesiant.</p> <p>3.2 Mae Rheolaeth a chefnogaeth weinyddol ar gyfer y Bwrdd yn cael ei ddarparu gan Gyngor Gwynedd a Chyngor Ynys Môn. Ar lefel weithredol y BGC adroddwyd fod swyddfa'r Comisiynydd Cenedlaethau'r Dyfodol yn gefnogol ac yn ymateb i'w ceisiadau / ymholiadau yn brydlon.</p>
<p>4. Rôl arweinyddiaeth Llywodraeth Cymru.</p>	<p>4.1 Mae'r BGC yn derbyn gohebiaeth gan Lywodraeth Cymru ar bwyntiau penodol. Ceir arweiniad a chyswllt gan Lywodraeth Cymru ar lefel weithredol y BGC yn bennaf. Cynhelir cyfarfodydd rhwydwaith yn aml, ac mae'r cynnwys a'r fformat wedi bod yn amserol ac yn addas i gynnal trafodaeth dda.</p> <p>4.2 Credwn y byddai'n llawer mwy effeithiol alinio amserlenni cyflwyno cynllun y BGC a chynlluniau awdurdodau lleol. Credwn y gall LIC ddylanwadu ar hyn. Fel y cyrff sydd fwyaf niferus yng Nghymru, ac fel cyrff sy'n cael eu harwain yn ddemocrataidd, byddai'n ddefnyddiol cydamseru dyddiadau cyhoeddi cynllun llesiant BGC â chylchoedd etholiadau awdurdodau lleol.</p>
<p>5. Unrhyw rwystrau eraill rhag gweithredu'r Ddeddf yn llwyddiannus (e.e. Brexit, COVID, ac ati).</p>	<p>5.1 Mae Covid_19 a Brexit yn heriau fydd y BGC a'r cyrff unigol yn eu hwynebu ac yn gorfod ymateb iddynt. Yn ogystal:</p>

	<p>5.2 Nid yw cylchoedd cynllunio corfforaethol y cyrff statudol ac eraill yn cyd-fynd, felly mae cael blaenoriaethau i gyd blethu yn anodd,</p> <p>5.3 Nid yw lefel dealltwriaeth y cyrff yn gyson am y wahanol feysydd, felly mae hi'n anodd weithiau cael consensws. Mae amser a magu ymddiriedaeth, dealltwriaeth a hyder yn allweddol yn hyn.</p> <p>5.4 Mae addasu i'r pum ffordd o weithio yn her, yn enwedig pan fydd y gwasanaethau dan straen.</p>
<p>6. Sut mae sicrhau bod y Ddeddf yn cael ei gweithredu'n llwyddiannus yn y dyfodol?</p>	<p>6.1 Fel y cyfeiriwyd ym mhwynt 2 uchod, buasai adnoddau i wireddu ein hamcanion a'n blaenoriaethau o fudd mawr i weithredu'r Ddeddf. Dylid ystyried datblygu meini prawf y grant rhanbarthol gyda chydlynwyr BGC er mwyn sicrhau bod yr arian sydd ar gael yn berthnasol ac yn gallu cefnogi cynnydd y gwaith yn effeithiol.</p> <p>6.2 Yn ogystal mae hi'n ddyddiau cynnar i'r Byrddau Gwasanaethau Cyhoeddus mewn perthynas â gwireddu eu hamcanion llesiant yn unol â gofynion y Ddeddf. O ystyried hyn, ni ddylai unrhyw newid ar raddfa fawr gael ei gyflwyno.</p>

Diolch unwaith eto am y cyfle i gynnig sylwadau Bwrdd Gwasanaethau Cyhoeddus Gwynedd ac Ynys Môn. Gobeithir yn fawr y bydd ein sylwadau yn derbyn yr ystyriaeth haeddiannol. Byddwn yn ddiolchgar iawn o dderbyn ymateb i'n sylwadau ac awgrymiadau.

PWYLLGOR CYFRIFON CYHOEDDUS SENEDD CYMRU

Rhwystrau rhag gweithredu Deddf Llesiant Cenedlaethau'r Dyfodol (Cymru) 2015 yn llwyddiannus

Ymateb i'r ymgynghoriad - Bwrdd Gwasanaethau Cyhoeddus Ceredigion

Cefndir

Ym mis Mai 2020, cyhoeddodd Archwilydd Cyffredinol Cymru a Chomisiynydd Cenedlaethau'r Dyfodol eu hadroddiadau statudol fel sy'n ofynnol gan Ddeddf Llesiant Cenedlaethau'r Dyfodol (Cymru) 2015 ("y Ddeddf"). Mae'r adroddiadau'n crynhoi'r gwaith y maent wedi ei gyflawni o dan y Ddeddf rhwng mis Mai 2017 a mis Mai 2020. Mae Pwyllgor Cyfrifon Cyhoeddus y Senedd yn cynnal ymchwiliad i'r adroddiadau hyn.

1. Ymwybyddiaeth a dealltwriaeth o'r Ddeddf a'i goblygiadau.

Yn gyffredinol, teimlir bod gan Gyrrff Cyhoeddus ymwybyddiaeth a dealltwriaeth dda o'r Ddeddf a'i goblygiadau. Fodd bynnag, teimlir nad yw ymwybyddiaeth a dealltwriaeth y cyhoedd o'r Ddeddf gystal. Mae sefydliadau'r Sector Gyhoeddus ar draws y Sir wedi cynnal nifer o weithdai a sesiynau hyfforddi i staff ynglŷn â gofynion y Ddeddf a'r hyn y mae'n ei olygu yn ymarferol. Mae Cynllun Llesiant Lleol y BGC yn dangos y ddealltwriaeth eang o'r Ddeddf ar draws cyrff y Sector Cyhoeddus yng Ngheredigion.

2. Yr adnoddau sydd ar gael i gyrrff cyhoeddus er mwyn gweithredu'r Ddeddf a pha mor effeithiol y cawsant eu defnyddio.

Nid oes unrhyw gyllid ar gael i Gyrrff Cyhoeddus weithredu'r Ddeddf. Felly, mae'r rhan fwyaf o gyrrff wedi defnyddio adnoddau staff presennol i wella ymwybyddiaeth a dealltwriaeth o'r Ddeddf, ynghyd â defnyddio dogfennau canllaw ac enghreifftiau o'r arferion gorau a gyhoeddwyd gan Lywodraeth Cymru a Chomisiynydd Cenedlaethau'r Dyfodol.

3. Cymorth a ddarperir i gyrrff cyhoeddus gan Gomisiynydd Cenedlaethau'r Dyfodol.

Mae'r holl gymorth a ddarparwyd gan Gomisiynydd Cenedlaethau'r Dyfodol hyd yn hyn wedi cael ei groesawu, er bod rhai o'r deunyddiau a gynhyrchwyd yn ddiweddar wedi bod yn anodd eu deall. Mae gwrthdaro rhwng elfen orfodi rôl y Comisiynydd a'r elfen gymorth, cyngor ac ymgysylltu, ac efallai y byddai'n well gwahanu'r rhain yn y dyfodol. Byddem yn croesawu rôl fentora 'gweithio gyda'n gilydd' wrth symud ymlaen.

4. Rôl arwain Llywodraeth Cymru.

Teimlir bod adrannau Llywodraeth Cymru yn parhau i weithio mewn seilos ac mae angen i hyn wella'n sylweddol cyn y gellir ymgorffori'r Ddeddf ar draws y Gwasanaeth Cyhoeddus. Nid yw'r natur adrannol/seilo yn ogystal â chyfnod byr grantiau Llywodraeth Cymru yn darparu tirlun effeithiol ar gyfer dulliau arloesol o wneud gwaith ataliol tymor hir. Mae diffyg integreiddio prosesau a deddfwriaethau gan Lywodraeth Cymru yn effeithio ar ein gallu i gynllunio ar gyfer y tymor hir.

5. Unrhyw rwystrau eraill rhag gweithredu'r Ddeddf yn llwyddiannus (e.e. Brexit, COVID, ac ati).

Mae cylchoedd cyllidebau blynyddol, cylchoedd etholiadol, pwysau oherwydd llymder a newidiadau i wasanaethau cyhoeddus yn ei gwneud yn anodd meddwl yn y tymor hir. Mae'n anodd bod â'r capasiti i arloesi pan rydym yn rheoli galw cynyddol. Yn ogystal, nid yw'r modd y caiff llwyddiant ei fesur yn ddefnyddiol - mae hyn yn canolbwyntio ar allbynnau tymor byr yn bennaf yn hytrach na chanlyniadau tymor hwy ac atal problemau. Mae'n heriol sicrhau'r cydbwysedd rhwng atebolrwydd am gyflawni'r Ddeddf a chaniatáu lle i gyflawni'r newidiadau sydd eu hangen i'w weithredu. Yn ogystal â'r rhwystrau a nodir uchod, mae'r pandemig presennol yn golygu y bydd mwy o bwysau'n cael eu rhoi ar adnoddau sydd eisoes yn brin iawn.

6. Sut i sicrhau y gweithredir y Ddeddf yn llwyddiannus yn y dyfodol.

Mae cyllid hirdymor ar gyfer Byrddau Gwasanaethau Cyhoeddus a chyrrff cyhoeddus ynghyd ag arweinyddiaeth Llywodraeth Cymru yn hanfodol er mwyn sicrhau llwyddiant y Ddeddf. Mae'r tirlun gweithredu yn gymhleth iawn, felly mae angen gwelliannau i lywodraethu a seilwaith. Mae angen i gyfathrebu o amgylch y Ddeddf wella hefyd er mwyn helpu gyda'r newid ymddygiad sydd ei angen cyn y gall y Ddeddf lwyddo i gyflawni ei ddyheadau hirdymor.

WELSH PARLIAMENT PUBLIC ACCOUNTS COMMITTEE

Barriers to the successful implementation of the Well-Being of Future Generations (Wales) Act 2015

Consultation response - Ceredigion Public Services Board

Background

In May 2020, the Auditor General for Wales and the Future Generations Commissioner published their statutory reports as required by the Well-being of Future Generations (Wales) Act 2015 ("the Act"). The reports summarise the work that they have carried out under the Act between May 2017 and May 2020. The Senedd's Public Accounts Committee is undertaking an inquiry into these reports.

1. Awareness and understanding of the Act and its implications.

Broadly it is felt that Public Bodies have good awareness and understanding of the Act and its implications. It is felt however that awareness and understanding of the Act with the general public is not as advanced. Public Sector Organisations across the County have held numerous workshops and training sessions for staff on the requirements of the Act and what it means in practice. The PSB Local Well-being Plan demonstrates the wide understanding of the Act across Public Sector bodies in Ceredigion.

2. The resources available to public bodies to implement the Act and how effectively they have been deployed.

No funding has been made available for Public Bodies to implement the Act. Most bodies have therefore used existing staff resources to raise awareness and understanding of the Act supported by guidance documents and examples of best practice published by Welsh Government and The Future Generations Commissioner.

3. Support provided to public bodies by the Future Generations Commissioner.

All the support provided by the Future Generations Commissioner to date has been welcome although some of the materials produced recently have been difficult to penetrate. There is a conflict between the enforcement element of the Commissioner's role and that of support, advice and engagement and it may be best placed for these to be separated in future. We would welcome more of a 'working together' mentoring role in moving forward.

4. The leadership role of the Welsh Government.

It is felt that Welsh Government departments are still working in silos and this needs to improve greatly before the Act can be truly embedded across the Public Service. The silo/departmental nature and short duration of Welsh Government

grants don't provide an effective landscape for innovative approaches to long-term preventative work. The lack of integration of processes and legislation from Welsh Government impacts on our ability to plan for the long term.

5. Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

Annual budget cycles, electoral cycles, pressures due to austerity and changes to public services make it difficult to think long-term. It is difficult to have the capacity to innovate when organisations are managing increasing demand. In addition, the way success is measured is not useful – this is mainly focused on short term outputs rather than longer term outcomes and prevention of problems. It is challenging to get the balance right between accountability for delivering the Act and allowing space to deliver the changes required to truly implement it. In addition to the barriers outlined above, the current pandemic will result in more pressure being put on already very scarce resources.

6. How to ensure that the Act is implemented successfully in the future.

Long-term funding for Public Services Boards and public bodies along with Welsh Government leadership are essential to ensure the success of the Act. The operating landscape is very complex therefore improvements to governance and infrastructure are needed. Communication around the Act also needs to improve in order to assist with the wholesale behaviour change that's required before the Act can be successful in its long-term aspirations.

Inquiry into the Well-being of Future Generations (Wales) Act 2015

Awareness and understanding of the Act and its implications.

- Understanding of SD varies within WCBC and across partners and this has meant having to continually bring colleagues up to speed and spend time to stop them drifting back to BAU.
- After an initial burst of interest when the Act was introduced, overall awareness and the confidence to try new things has often plateaued, often crowded out by resource and capacity pressures, legislative overload, consultation fatigue, plus external distractions such as austerity, Brexit and Covid 19.

The resources available to public bodies to implement the Act and how effectively they have been deployed.

- Sustainable Development is a mindset that by now should be at the heart of how we work across the Welsh public sector. Doing things better shouldn't require more resource.
- The excellent Essentials guide should be at the forefront of every Ceo or Leaders daily reading. The fact that it isn't shows that WG hasn't adequately supported the implementation phase of the legislation.
- The PSBs provide the opportunity to develop real and rich partnership working, but it has taken a pandemic to create the space to urgently focus on what our communities need from public sector organisations in the future.
- We are building a systems leadership approach across Wrexham and Flintshire PSBs, working jointly on our COVID response to build resilient communities.
- North Wales PSB organisations tried to use short term RPB funding from Welsh Government to install water fountains, to build regional well-being but were unable to navigate separate procurement, legal and planning processes. This message is fed back to WG repeatedly and yet funding programmes continue to be uncoordinated, fragmented and not aligned to the ways of working.

Support provided to public bodies by the Future Generations Commissioner.

- On the whole, support from the Commissioner's office is good – they produce plenty of tools and techniques and insight.
- It would be useful if there was an office in North Wales to build capacity on the ground – the current set up is very Cardiff-centric, although the current use of virtual technology has helped with this.

- The Commissioner produces far too many reports and recommendations, a period of reflection and breathing space would be useful – less is more

The leadership role of the Welsh Government.

- WG has often been a key part of the problem – too slow to adapt to the ways of working, and to integrate policy announcements, funding, timetables.
- Whilst WG has been slow in sharing examples of good practice it is starting to adapt and embrace digital platforms, such as Zoom and Teams.
- There has been too much legislation, competing for the same space – FGA, SSWBA, socio-economic act.
- WG needs to streamline requirements on the public sector, and reduce duplication and overload – there needs to be more discussion with local authorities about what will work, before another statutory requirement is issued

Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

- Short term nature of funding, especially where projects have to be delivered in a matter of months.
- All regulators need to be consistent – Estyn and CIW are not guided by the ways of working
- As well as sharing best practice, Audit Wales needs to have more confidence and more teeth to point out where progress isn't happening.

How to ensure that the Act is implemented successfully in the future.

- Co-create a compelling vision with people of Wales.
- Involvement and engagement rather than tried and tested online consultation
- Use data, evidence, intelligence, futures
- Promote a systems leadership approach across Wales.
- A little less conversation – reduce the volume of research, reports, consultations and competing visions

Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

Neath Port Talbot Public Services Board Response

Q1. Awareness and understanding of the Act and its implications.

The Board has a good awareness and understanding of the Act and its implications and this is reflected in its terms of reference. We are committed to delivering on our Well-being Objectives as outlined in our Well-being Plan 2018-2023 [The Neath Port Talbot We Want](#), and have regularly monitored and reviewed our progress around these objectives as detailed in our most recent [Annual Report](#). The Board considers the Sustainable Development Principle in all its workstreams and is mindful of the five ways of working.

Partners of the NPT PSB generally have a good awareness and understanding of the Act within their organisation and this is embedded in their policies and procedures.

We are aware, however, that there is a general lack of awareness and understanding amongst the general public. This is something that could be improved upon at both a local and national level.

Q2. The resources available to public bodies to implement the Act and how effectively they have been deployed.

Resource continues to be a major barrier to the delivery of the Act with partners agencies expected to pool existing resources to deliver on the well-being objectives. Whilst a good idea in principle this is quite often difficult to deliver on in practice with public service budgets being increasingly under pressure and capacity in terms of staff resource consistently fully utilised in day to day responsibilities.

A certain level of co-ordination is essential in order to drive and deliver on new workstreams, and whilst a small amount of money is made available from Welsh Government on a regional basis this is a limited amount with quite strict criteria. This funding was not available during 20/21 despite the PSB being required to play an active role in the multi-agency recovery planning for its area following the Covid-19 outbreak. We understand there are plans to reinstate this for 21/22.

The lack of funding available to the PSB to deliver the Well-being Plan is in stark contrast to Regional Partnership Boards (RPB) where central funding is made available to support the development and delivery of RPB work.

Q3. Support provided to public bodies by the Future Generations Commissioner.

NPT PSB were pleased to welcome the Future Generations Commissioner to a board meeting earlier this year and found it helpful to hear some examples of good work in Wales and beyond.

The Commissioner has provided some tools and documentation to help support the implantation of the Act, along with a regular newsletter. In general, support is felt to be fairly limited although it is understood that the Commissioner's team is quite small.

Q4. The leadership role of the Welsh Government.

There has been very limited Welsh Government representation at meetings of the NPT PSB.

We do believe that there could be a clearer leadership role undertaken by the Welsh Government in relation to the awareness and promotion of the Act. There is regular correspondence between Welsh Government and PSB Support Officers, but direction and guidance is limited. There also appears to be limited connection between Welsh Government and the Commissioner's office.

Q5. Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

This year our PSB has been focusing on, firstly the emergency response to the Covid outbreak, followed by a partnership effort to understand the areas most impacted by the pandemic. We are now working on plans to reduce these negative impacts as much as we can and support recovery for our communities and businesses. The emergency situation has resulted in improved partnership working and a greater connect with citizens and communities as a whole, and this is something we would like to build on going forward. Whilst we are still awaiting the guidance on the next local assessment of well-being, we had planned to build on our recent Community Impact Assessment to establish a picture of well being in our area and would not want to be undertaking a massive assessment exercise that would detract from our work around recovery.

Whilst we understand the importance of assessment to inform our next well-being plan, the flexibility to respond to the local need in our area is essential.

For our partners that are represented on more than one PSB, we recognise the challenge of the number of strategic partnerships, some with competing remits, as being a major issue for public sector organisations within Wales.

Although we are yet to see the full impact of Covid 19, we are aware of the potential impact on public service budgets that may be to come, which could in turn impact the delivery of well-being plans unless specific funding is made available to PSBs.

Q6. How to ensure that the Act is implemented successfully in the future.

In order to ensure that the Act is implemented successfully in the future, and to progress the good work of the PSBs it is crucial that funding is made available. Access to available funding streams will enable for the pooling of knowledge and resources by working collaboratively across partner organisations to the benefit of our local communities and future generations, together with the ability to adopt 'one-off' financial support to ensure some initiatives get off the ground as part of embedding long terms goals for shaping and sustaining communities of the future.

Raise awareness and understanding of the Act amongst the general public. This can be done at a national and local level. It has been noted that people only tend to be aware of the Act when something has affected them personally and they are looking at ways to challenge decisions, often around environmental issues.

Getting communities and citizens more involved in the implementation of the Act is crucial moving forward. We need to build on work already started, avoiding duplication and strengthening collaboration.

Response from the Pembrokeshire Coast National Park Authority to the review by the Public Accounts Committee in the “Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

Introduction

The Pembrokeshire Coast National Park Authority welcomes the opportunity to contribute to the review by the Public Accounts Committee into the “Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015”. The Authority were early adopters of the Act and have reviewed and amended its work to meet the requirements of the Act. In addition, the Authority is represented on the Pembrokeshire Public Services Board.

The Authority recognises that the full impact of the Act will not be seen in the short term and consider that the public bodies implementing the Act need to be given time to fully explore the potential of the Act. While the Act came into being in 2015, there was a challenging process over the first two years to develop a local Well-being Assessment and to agree the Local Well-Being Plan, which was only completed in 2018. Therefore organisations have only had two years to implement the actions of the Local Well-being Plan. It could be argued that anyone thinking that the Act was going to lead to significant change in the Welsh public sector over this two year period had a limited understanding of both the Act and the Welsh public sector. While it is useful to review progress, we would question whether it is too early to undertake a meaningful review of the implementation of the Act.

1. Awareness and understanding of the Act and its implications.

In terms of the Authority, there is a good understanding of the Act and its implications amongst Members and staff. The Authority was an early adopted and undertook an extensive internal communications process to ensure that there was a clear understanding of the Act. The Authority’s Corporate Planning was amended to take account of the architecture of the Act, with outcomes aligned to the Well-Being Goals and a clear understanding of how different work programmes are delivered through the Five Ways of Working. Committee papers make reference to how a decision is impacted by the Act. Therefore from an internal perspective all Members and staff should have an understanding of how the Authority is seeking to deliver against the requirements of the Act.

However, this is different to truly understanding the potential of the Act to make a significant impact on our work and the National Park and its communities. There is an element of trial and error with this and over time the Authority will improve its understanding of the benefits of the Act.

If we consider the question from an external perspective, then the situation is more mixed. When compared with other legislation the awareness amongst stakeholders of this Act is high, however, the understanding of the Act is far less. The Act is often used to justify and lobby for a favoured course of action, without an understanding of how the Act is implemented.

2. The resources available to public bodies to implement the Act and how effectively they have been deployed.

The Authority does not receive any specific resources to deliver the Act, however, considers it needs to allocate its resources both financial and non-financial giving due consideration to the Act.

The Authority has changed its corporate planning process to align it to the goals of the Act. However, as is required its budget is presented according to CIPFA Codes, although we do include a section in our Corporate and Resources Plan highlighting how much money is allocated to each of the goals.

The Act has not led to a significant change in how public bodies budget or any significant movement in creating shared budgets across different organisations. However, this occurs at a small scale when different organisations come together to work collaboratively on projects. Due to the funding constraints on the majority of PSB members it is not surprising that much progress has been made on shared budgeting.

The Regional Partnership Boards, which have a number of similar functions to Public Services Boards, have had an opportunity to bid for significant funding through the Welsh Government's Integrated Care Fund. This will create a culture of joint working and shared budgeting and could be model considered for PSBs.

Until 2020, PSBs benefited from funding from the Welsh Government to support a Regional Co-ordinator. However, that funding was discontinued in 2020. With work commencing on developing a new Well-being Assessment it is unfortunate that this valuable resource will not be supported.

3. Support provided to public bodies by the Future Generations Commissioner.

The Future Generations Commissioner has provided significant support and challenge to public bodies during the early years of the Act. There is a regular stream of documents, advice and feedback on some reports. These provide a wide range of ideas and suggestions on ways of working. While the information is very useful the scale of the information provided makes it difficult for the public bodies to fully engage.

The Commissioner may benefit in having a more regular dialogue with public bodies and PSBs to identify what support they require and tailor the support provided to the needs of public bodies and PSBs.

4. The leadership role of the Welsh Government.

Public bodies receive regular correspondence from the Welsh Government on the Act and the Welsh Government has regular promoted the Act.

5. Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

While there are specific events such as Brexit and Covid that will impact on implementation, the Act will provide a framework on how we can respond to some of these challenges.

While the Well-being of Future generations Act encourages long term thinking, the funding cycles for public organisations a much more short term. The Auditor General noted in his report “Findings from the Auditor General’s Sustainable Development Principle Examinations,” May 2020 - “Short term funding and late notifications remain a reality. There are some examples of grants being merged and flexibility being increased. The Commissioner is recommending that, starting with Welsh Government, financial planning should move to a model of well-being budgets and remit letters to national bodies should be reformed so that they are set in a longer-term context.” (<https://www.audit.wales/system/files/publications/Well-being-of-Future-Generations-report-eng.pdf>” p.15). While the timescales of Welsh Government budgeting and funding is often influenced by other factors such as the timing of UK Government decisions, efforts to provide long term budget information would assist organisations in taking long term decisions.

Until recently National Park Authorities, along with Local Authorities and Fire and Rescue Authorities were required to meet the performance requirements of the Local Government Measure. This required the publication of Improvement Objectives that were often short term in focus. As a consequence of this it was challenging for public bodies to meet both the requirement of the Act and the Measure. While the recent passing of the Local Government and Elections Bill has provided the means to dis-apply the Local Government Measure, and we believe this will happen from April 2021, provision to undertake this could have been included in the Act, rather than waiting for five years.

6. How to ensure that the Act is implemented successfully in the future.

The Act is in its early days of implementation and public bodies and PSBs are still working through how to implement the significant change the Act seeks to achieve. In view of this there should not be any large scale change at this time.

While local public bodies fit into a local architecture based on the PSB, the Well-being Assessment and Well-being Plan, it is harder to see how organisations functioning on a national level (with the exception of Natural Resources Wales) fit into this way of working. Consideration could be given to how organisations such as the National Museum and Arts Council can contribute to and benefit from working with organisations working on a local or regional footprint.

For more information please contact Tegryn Jones, Chief Executive, Pembrokeshire Coast National Park Authority – [REDACTED]



RTPI Cymru

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25 November 2020

e-mail response sent to: SeneddPAC@senedd.wales

Dear Sir/Madam,

Response to: Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

The Royal Town Planning Institute (RTPI) is the largest professional institute for planners in Europe, representing some 25,000 spatial planners. RTPI Cymru represents the RTPI in Wales, with 1,300 members. The Institute seeks to advance the science and art of planning, working for the long-term common good and well-being of current and future generations. The RTPI develops and shapes policy affecting the built environment, works to raise professional standards and supports members through continuous education, training and development.

Thank you for the opportunity to respond to the above consultation. Our response to the consultation questions is set out below and focuses on planning issues.

1.Awareness and understanding of the Act and its implications.

The planning system has an important role in shaping social, economic, environmental and cultural factors which promote and impact on well-being, which is the essence of the Act.

Welsh Government's Planning Policy Wales (PPW) (Edition 10) clearly links the seven goals and five ways of working of the Well-being of Future Generations Act (2015), fully integrating the Act into national planning policy. It does this through putting the concept of placemaking at the heart of national planning policy to ensure that planning decisions consider all aspects of well-being and deliver new development which is sustainable and provides for the needs of all people. The new format of PPW is a step change in how planning policy is presented and it will take time for users to shift to new ways of using policy, however we support this alignment as it will keep planning policy current and at the forefront of delivering quality places.

The draft National Plan: Future Wales 2040 (National Development Framework (NDF) equally makes reference to the Act, stating that "the Act influences the way we plan for new

development; it demands that development and use of land contribute to improve the economic, social, environmental and cultural well-being of Wales.”

Within the planning profession in Wales there is a broad understanding of the Act. Further clarification and understanding of the relationship between the different approaches by different bodies and how they relate to each other would be useful. For example, the relationship between Well-being Plans and Local Development Plans (LDPs) and their relationship with planning strategies and policies.

We would support more joined up working with Public Service Boards. In particular we believe there is an opportunity for stronger links between health and the land use planning system, in order to better meet the goals of the Act. LDPs could be seen as the spatial interpretation of Well-being Plans, if they were better integrated. The emerging NDF, Strategic Development Plans (SDPs) and LDPs would be an effective way of setting development proposals in an integrated context. The statutory status of LDPs and SDPs would also bring significant benefits in terms of the delivery of individual projects within an agreed development framework.

In terms of understanding and the implications of the Act, we are not aware of any formal training given to planning professionals, in the public or private sectors, regarding the Act. It is important to ensure that the details and requirements of the Act filter to all actors in the planning system.

2.The resources available to public bodies to implement the Act and how effectively they have been deployed.

We are unaware of any resources, training etc. provided to Local Planning Authorities (LPAs) to help them implement the requirements of the Act. Work has been absorbed into planning practice at a time when LPAs in Wales are under increasing pressure to deliver more services with fewer resources, having seen their budgets cut by more than 50% in the last five years.

We note that the Commissioner has highlighted this in the five year report published in May 2020, as an area for their further attention.

It is important to recognise the spatial distinctiveness of places in developing policy and decision making. At the national level, it will be the NDF and at a regional level it will be the emerging SDPs which can facilitate an integrated approach. Strategic plan-making requires technical skills and a deep understanding of community needs and priorities.

A well resourced, plan-led, positive planning service can deliver corporate objectives, which, if properly encouraged and effectively organised can bring together objectives across services and help achieve local and national sustainable development and climate action goals. Corporate management teams provide leadership, vision and priority setting for areas, by shaping the strategic operational direction and investment decisions of local authorities. The implications of these corporate decisions on new investment, infrastructure, development activity, local services and policy delivery are significant, particularly at this time. The RTPI believes that investing in the planning service would positively influence the outcomes of planning and support good growth and a balanced recovery.

The RTPI believes that making the role of the Chief Planning Officer a more prominent and strategic position within local authorities would positively influence the outcomes of planning and support good growth and a balanced recovery.

3.Support provided to public bodies by the Future Generations Commissioner.

We appreciate this is a difficult time to plan for future resources. Yet at this critical stage support and guidance on the ways of working and collaboration would improve the implementation of the Act along with funding to support it.

The framework of local government and public bodies in Wales allows engagement, dialogue, sharing of information and good practice which can be a useful support in implementing the Act.

4.The leadership role of the Welsh Government.

See our response to 1 above regarding Welsh Government's incorporation of the Act into planning policy.

Linked to recommendations in the Future Generations Report 2020. RTPI Cymru have recently published research on measuring planning outcomes, [Measuring What Matters: Planning Outcomes Research](#) which was supported with funding from Welsh Government, along with the Scottish and Irish Government, Ministry of Housing Communities & Local Government and the Office of the Planning Regulator in Ireland. The research explores how local authorities can go beyond simple metrics like speed of processing applications and number of housing units delivered and focus on the impact of planning policy and decisions on the ground.

RTPI Cymru welcomed Welsh Government's [Building Better Places Guide](#) which links with the Act and puts planning and planners at the centre of responding to the recovery of the pandemic, understanding and valuing what planning and planners can deliver.

5.Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

Planners have an important proactive role as a driver of change, but collaborative working is needed across sectors, business and communities, with funding in place to support this. The importance of integration within our communities has been demonstrated during the pandemic, not least because of the inequalities that have been highlighted as a result of Covid19. A partnership approach, along with integrated plans and strategies will help strengthen and build resilience for the future.

RTPI Cymru called for the NDF to come forward as a priority, to provide the framework to strategically guide development in Wales and assist with aligning investment decision making with the Act. It will have an important role to play in identifying infrastructure projects and other development at a time where there is uncertainty around the future of planned projects, infrastructure finance and as the UK leaves the European Union. We are pleased it is progressing but would encourage its adoption.

It is important that the requirements of the Act do not become a tick box exercise and that the decision making process and implementation of planning consents on the ground reflect the aims of the Act. This could be an area where further resources would assist implementation and links to the measuring of outcomes (see our response to 4 above).

Better integrating the five ways of working into working practices, for example the Pre-Application Consultation (PAC) Process, would help planners/developers embrace being more collaborative and involve the community in shaping plans and schemes. The current emphasis on placemaking may assist this approach where there is focus on enabling collaboration between organisations and involvement of people in planning.

It is important that all legislation/regulations link together and so it is imperative that Welsh Government are able to review all legislation and Regulations within its remit.

6.How to ensure that the Act is implemented successfully in the future.

See suggestions set out above.

If you require further assistance, please contact RTPI Cymru on 020 7929 8197 or e-mail Roisin Willmott at walespolicy@rtpi.org.uk

Yours sincerely,



Dr Roisin Willmott OBE FRTPI
Director
RTPI Cymru



Ein cyf/Our ref: CEO4261
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Dyddiad/Date: 27 November 2020

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Nick Ramsay MS
Chair
Public Accounts Committee
Senedd Cymru/Welsh Parliament

Email: SeneddPAC@Assemblv Wales

Dear Mr Ramsay

Re: Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

Hywel Dda University Health Board (the Health Board) welcomes the opportunity to provide a response to the inquiry as requested in the letter received dated 12th October 2020. The response has been set out to address the key areas of interest.

1. Awareness of the Act and its implications

There has been regular communication by the Future Generations Commissioner (the Commissioner) to the Chief Executive of the Health Board, in particular in relation to sharing information on resources to support implementation of the Well-being of Future Generations (Wales) Act 2015 (the Act). The Health Board recognises the importance of raising awareness of the Act and its implications and whilst the published resources have been helpful, it has on occasions been challenging to keep up to date with the volume of information, which is being made available. This can make it difficult for the Board and lead officers to evaluate how the organisation can effectively utilise resources; for example, journey checkers, recently published horizon scanning and annual report with recommendations.

It is important for public bodies, especially those with statutory responsibilities, to be aware of the Act and what it means. As the first country to develop legislation for future generations, there are opportunities to increase celebration of this and promote the well-being goals in their simplest form. However, the multifaceted nature of the Act brings added complexity and therefore makes it difficult to convey a single clear message about the purpose of the Act and what it means for individuals, communities, organisations and their staff.

This can be illustrated by:

- 7 national well-being goals;
- 5 ways of working;
- 7 corporate areas of change;
- Public Service Board well-being objective; and ,
- Organisational well-being objectives; for example, the Health Board's well-being objectives.

For the legislation to be forward thinking for our future generations, planting the “seed” at curriculum level would be a positive investment.

It is also important for the general public to be aware and know what is being done to support the national well-being goals so they understand the significance of their personal actions. An example of this within the Health Board is a simple message shared by our midwifery team, encouraging new parents to invest in 10 climate change actions. The Health Board is developing similar “strap lines” that aim to create cultural change in the population and shift in mind-set.

2. The resources available to public bodies to implement the Act and how effectively they were deployed

At an individual organisation level, there have been no additional financial resources made available to implement the Act, and the expectation is that this is part of our core business responsibilities. Work to implement the Act has been absorbed into existing roles, which have been broadened to encompass the associated reporting responsibilities.

No significant funding to implement the Act has been routed via Public Service Boards (PSBs). Funding generally comes via the Regional Partnership Board for health and social care programmes or other partnerships; for example, the Dyfed Area Planning Board for substance misuse partnership arrangements. PSBs in the Hywel Dda region received a small amount of funding, which has been used to work collaboratively to support the development of a web-based tool for gathering data and information to inform well-being assessments. At a PSB level, the joint work has been very effective and the limited funding provided has been used to create added value from the regional collaboration approach.

There have been a number of helpful resources provided to organisations to aid in the implementation of the Act, but as mentioned in the response to Q1, the volume of documents can be challenging to evaluate. The Commissioner has provided a website, regular newsletters and a variety of publications/resources e.g. Framework for Scrutiny, Framework for Project Management, 80 Simple Changes, Self-Reflection Tool.

3. The support provided to public bodies by the Commissioner

Interactions with the Commissioner have in the main centred on attendance at workshops and events that the Commissioner's office convene. The Health Board has been asked to respond to a number of requests to provide information; for example, measuring progress against the 80 simple changes, completing self-assessments, responding to a specific procurement review.

The Health Board would welcome the opportunity of exploring how the Commissioner could provide support to the Board (Executive Directors and Independent Members), to increase awareness of the Act, but also to support the Board in understanding how they can apply the duties of the Act within their corporate decision making, scrutiny and assurance roles.

There are also opportunities to create peer support and communications systems to aid sharing of good practice, especially between sector specific organisation e.g. with other Health Boards.

It would be helpful in striking a balance between support and enforcement to focus on a smaller number of priorities on an annual basis and work with public bodies to support them to review their current experiences and future aspirations. A proactive relationship management approach between the Commissioners Officer and named bodies would also be helpful.

4. The leadership role of the Welsh Government

We are seeing greater reference to the Act within Welsh Government policy documents and guidance, which is helpful, but it would benefit from providing a clear expression of what applying the Act would mean.

A number of Welsh Government funding streams continue to be time-limited in nature, which can hinder long-term planning and a drive towards prevention. Whilst the Integrated Medium Term Planning (IMTP) guidance does include a section on the Act, it would be of benefit if this was included as a cross-cutting theme. IMTP monitoring is not focused on the Act, but on specifics relating to aspects of health care delivery; for example, waiting times etc.

The recent Welsh Government review of Strategic Partnerships highlighted the plethora of partnership arrangements that exist across policy areas. This in itself is challenging to navigate as organisations are working with different statutory partners for different areas of work; for example, workforce and community safety.

5. Other potential barriers (e.g. Brexit, COVID, etc.)

The Act should not be deprioritised in the face of Brexit, COVID and other national priorities, but should look to promote best practice examples of how the public sector is working differently in light of the current climate.

‘Understanding of the Act’ continues to be a barrier. Getting and ‘pitching’ the right amount of information to support awareness and embedding of the Act is crucial.

6. How to ensure that the Act is implemented successfully in the future

To ensure the Act is implemented successfully, there is a need for more engagement at a local level, increasing awareness of the Act amongst the public – what does it mean to them – for example in schools, with parents and community groups, highlighting that we all have a part to play not just the public sector. Harnessing this opportunity through passionate communities and using their connections and relationships provide a chance to mobilise, at pace, the skills and capacity needed to create great change.

The private sector also have a role to play in contributing to the well-being goals through, for example, ethical business practices and supporting local employment. Public bodies can also encourage those that they commission to demonstrate how they are implementing the Act. The Future Generations Commissioner can encourage organisations not subject to the Act to support the principles of the Act, but may need to be simplified to make it “can do” rather than “too hard”.

Yours sincerely

A handwritten signature in black ink that reads "Steve Moore". The signature is written in a cursive, flowing style.

Steve Moore
Chief Executive

Closing Comments: Extract from a blog #futuregen
by Ros Jervis, Director of Public Health, Hywel Dda University Health Board
<https://janedavidson.wales/latest-posts/futuregen-contributions-voices-of-hope-for-wales-the-responsible-agencies>

If I had one ask...

From a personal and professional perspective, one key consideration I had in terms of my desire to move and to come and live and work in West Wales was the Well-being of Future Generations (Wales) Act 2015 (WFGA).

I have been a professional public health practitioner for many years now and find, especially in my leadership roles, that I am having to deal with the constant challenge of seeking a fairer balance between a focus on the short-term pressures and potential gains versus the long-term benefits and better outcomes for the future. Short-termism is hard; it is frustrating and a very real challenge for me professionally.

The WFGA gave me hope for a brighter future and fresh energy to face this challenge.

Our aspirations as a Welsh Health Board to move to a social model of health, where we seek to take action on a broader range of factors that influence health and well-being with our communities at the heart of positive change feels right but also very ambitious – why is this?

And why then, even with key legislative drivers such as the WFGA, is change still taking an age to happen?

My ask would be for support, either through effective legislation or good policy, for the practical drive we need to enable asset-based, community-inspired change.

How could policy provide us with meaningful and practical tools that would help us bring about a transformational shift in our dialogue and empower our communities to mobilise their assets to create social movements for change? West Wales is naturally rich in its green and blue environmental resources, which are free to everyone. Harnessing this opportunity through passionate communities and using their connections and relationships really does provide us with the chance to mobilise, at pace, the skills and capacity needed to create great change. This is my ask – how do we make it happen?



Welsh Parliament - Public Accounts Committee Consultation

‘Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015’

Response from Betsi Cadwaladr University Health Board (BCUHB), October 2020

Betsi Cadwaladr University Health Board (BCUHB) responses to the consultation questions are as follows:

1 Awareness and understanding of the Act and its implications.

1.1 Living Healthier, Staying Well (LHSW), 2018

The Well-Being of Future Generations (Wales) Act 2015 was central to the development of the Health Board’s long term strategy for health, well-being and healthcare ‘Living Healthier, Staying Well’ (LHSW).



LHSW Strategy
FINAL DOCUMENT.p

The information shared through the consultation and engagement process underpinning the development of the strategy clearly articulated the Act’s wellbeing goals, ways of working and sustainability principles. Thousands of individuals - staff, service users and the wider community contributed their time, opinions and feedback to help design the strategy and to give their views on the Health Board’s wellbeing objectives. The feedback received from this exercise was embedded in the Health Board’s refreshed set of wellbeing objectives and resulted in an increased awareness and understanding of the Act and its implications amongst internal and external Health Board stakeholders.

1.2 Governance

Well-being objectives have been made explicit in the Board’s governance process; all reports made to the Board and its Committees are required to identify the contribution to the relevant goals. In addition all initiatives, such as, service reviews and developments, must identify how they contribute to the well-being objectives, how they have used the five ways of working and have embedded the Wellbeing of Future Generations Act sustainable development principles. It is recognised that to be truly effective the Board and Committees need to ensure that the contributions to the Act identified through this process are realistic, achievable with arrangements in place to monitor progress.

1.3 Maintaining the profile and reinforcing the principles

Given the time elapsed since the Act came into force and from the approval of LHSW there is a need to ensure that the Act continues to be a central consideration

for any Health Board strategic decision and that opportunities are taken to reinforce the objectives and principles contained in the Act. The most recent Wales Audit Office report 'Implementing the Well Being of Future Generations Act – Betsi Cadwaladr University Health Board' (2019) recommended a more population health based approach to include the development of longer term plans and funding commitments that are agreed and delivered with partners to discharge collective organisational responsibilities. The Health Board has noted these recommendations and will seek to address them through its planning processes.

2 The resources available to public bodies to implement the Act and how effectively they have been deployed.

2.1 Future Generations online resources

<https://www.futuregenerations.wales/resources>. The resources section of the website includes a range of helpful tools and a repository of supporting information – service specific, international, horizon scanning, progress reports etc. This resource is used and referenced by a number of departments within the Health Board. There are opportunities to expand use, for example, signposting within the Health Board's internal planning guidance.

3 Support provided to public bodies by the Future Generations Commissioner.

3.1 Annual reports

The Future Generation Commissioners Annual Reports provide a useful summary of progress to date and facilitate the sharing of learning and best practice across public sector organisations. Reports are shared with relevant Health Board committees and senior managers. To help maintain the profile of Act and emphasise its importance in the Health Board's current approach and strategic direction, there are opportunities to cascade the key findings of the report to all Health Board staff, for example, via weekly bulletins and/or messages from the Chairman and Chief Executive.

4. The leadership role of the Welsh Government.

4.1 Funding arrangements

Current funding arrangements, for example, annual funding allocations, short term non-recurrent funding and the limited pooling of budgets across public sector organisations are not conducive to supporting plans designed to deliver innovation and service transformation over the longer term. In addition, these arrangements do not support an integrated approach to partnership working. Opportunities exist for Welsh Government to top slice budgets to encourage collaborative multi-sector working and to ring fence funding for the development and implementation of initiatives, noting that these arrangements will be required over longer timescales to enable the significant cultural and transformational change required.

4.2 Annual operating framework targets

Annual performance targets attract a high level of attention and are a key measure of the performance not only of the organisation but also senior clinical and managerial staff thereby increasing the focus on short term service delivery. In addition to annual/short to medium term measures it would be helpful if the framework included specific targets that evidence progress in delivering the elements of schemes which pertain to the Act.

5. Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

5.1 Change in priorities and NHS Planning Outlook 2020/21

New and/or competing priorities can radically alter the approach to planning. This year COVID-19 lead to a foreshortened NHS planning outlook with the requirement changing from annual planning and/or development of 3-year Integrated Medium Term Plan to submission of plans covering quarterly periods. Although there remains a high degree of uncertainty in terms of planning to address the impact of COVID-19, both in terms of treatment and prevention of transmission, the Health Board is actively taking steps to reinvigorate the longer term strategic planning process.

5.2 Dealing with uncertainty over time

Developing plans for future generations involves a high level of uncertainty and requires a different approach to planning. Individuals need to be supported to think differently about the planning process in order to take a longer term view. Systems and mechanisms for assessing and informing decision-makers of the impact of decisions made now on future well-being will require investment and development.

6. How to ensure that the Act is implemented successfully in the future.

6.1 Accessibility of resources

The Health Board has recently migrated to a new Internet page which has a more user friendly search facility there are opportunities for the Health Board to develop a Well Being and Future Generations page, to sign post key resources.

6.2 Development of Annual Plan/Integrated Medium Term plans

The Health Board uses templates to assist in the development of its Annual Plan. Templates are revised and refined each year to take account of mandated planning requirements and in light of lesson learned from the previous year. There is an opportunity to include a section in the template, which requires the identification of the contribution that plans made to the relevant goals and describes how the five ways of working and sustainable development principles have been applied.

Carmarthenshire Public Services Board Response to the Senedd Public Account Committee Inquiry

Barriers to the successful implementation of the Well-Being of Future Generations (Wales) Act 2015

We welcome the opportunity to submit the views of Carmarthenshire Public Services Board (PSB) to the Public Accounts Committee Inquiry into the views on the barriers to the successful implementation of the Well-Being of Future Generations (Wales) Act 2015. We have outlined our views to each key point below but would like to emphasise that in order for PSBs to fulfil their potential there is a need to invest resources and capacity at a local level in order to drive the work of the PSB forward.

1 Awareness and understanding of the Act and its implications

- 1.1 There is a good level of awareness and understanding of the Act amongst PSB partners, and especially within member organisations who are themselves subject to the Act as individual public bodies. All of the PSB partners contributed towards the development, publication and implementation of our first well-being assessment and plan.
- 1.2 Embedding awareness of the PSB within all public sector organisations, especially within areas not directly involved in the PSB, is challenging. This is a particular challenge for those organisations are not subject to the Act themselves.
- 1.3 In general, the public's awareness and understanding of PSBs is limited. However, as the public will better understand the role and responsibilities of the individual member organisations of the PSB, we would ask the question if the wider general public need to have a high level of awareness of the PSB? PSBs have a duty to ensure they are open and transparent and we publish all relevant documentation, so if anybody wants to know more about the PSB the information is available, but raising general awareness and understanding isn't something we currently have capacity for.
- 1.4 On-going communication and involvement will be key going forward to ensure levels or awareness and understanding in terms of the role of the PSB is increased. Undertaking a refresh of the well-being assessments during 2021 will aid this.

2 The resources available to public bodies to implement the Act and how effectively they have been deployed

- 2.1 The Act stipulates that local authorities should undertake the secretariat and development role for PSB but no additional resources have been committed for this work. It therefore fell upon existing officers to undertake the duties. With budgets within public organisations so stretched it has not been a viable answer to seek a contribution of costs towards dedicated staff from PSB member organisations, especially when considering many partners are members of multiple county PSBs.
- 2.2 The lack of dedicated resources to support the work of the PSB is holding it back and means that the PSB cannot currently fulfil its potential.

- 2.3 When comparing the PSB to other regional structures such as the Regional Partnership Boards, they are very much the poor relation. The key element that is missing for the PSB is the ability to have a dedicated team of staff to take its work forward. Allocated funding to support this could see the unlocking of significant potential by working with PSB member organisations to do things differently and deliver new ways of working. This dedicated resource is essential if the PSBs are to fulfil the potential that the Act offers.
- 2.4 Additionally, national bodies such as Data Cymru could be supporting PSBs by providing a core data set for each PSB area, updated on an on-going basis which could then be used as a baseline locally to aid the measurement of progress.
- 2.5 If more is being asked and expected of PSBs, they need to be adequately resourced to do so.

3 Support provided to public bodies by the Future Generations Commissioner

- 3.1 Support on the wider implementation of the Act has been very forthcoming from the Future Generations Commissioner, however we would argue that specific support to PSBs has been limited. When developing our original assessments and plans it was more of a challenge role rather than a support role and since then direct engagement with PSBs has been limited.
- 3.2 The work on publishing the Future Generations report will be very beneficial in terms of future planning and supporting the refresh of our well-being assessments and plans.

4 The leadership role of Welsh Government

- 4.1 The PSB officer network supported by Welsh Government is beneficial and is a great way for PSBs to share best practice and common areas of challenge or concern.
- 4.2 At times however, it is felt that broader understanding across Welsh Government of the role and responsibilities of PSB could be strengthened. There have been some examples of Welsh Government programmes and guidance referring to the need to ensure the PSB is engaged in different matters but with no direct communication from Welsh Government to PSBs on this expectation.
- 4.3 The PSB could play a significant part in responding to a number of significant societal challenges that public bodies at a national and local level are facing at the moment including how we respond to the climate emergency, poverty, inequalities and economic growth to name a few. However, there needs to be a greater understanding at Welsh Government of how public bodies can work together to respond to these challenges and also an investment of resources into PSB to enable this to happen.
- 4.4 COVID-19 response has demonstrated the inter-dependencies between different public bodies in Wales and there is scope to further develop this going forward rather than returning to business as usual which would tend to be more siloed.

5 Any barriers to the successful implementation of the Act (e.g. Brexit, COVID, etc.).

- 5.1 One of the key barriers for us locally, is fully understanding and avoiding duplication and contradiction when responding to different legislative requirements which sit alongside the Act, such as the Social Services and Well-being Act, Environment Act and others. This is an element that Welsh Government needs to give further thought to as at times the integration between such requirements is lacking and we have to make sense of the different requirements at a local level, when we have less resources than Welsh Government to do so.
- 5.2 With the introduction of the Local Government Bill and establishment of Corporate Joint Committees (CJCs) that work to different footprints than usual public sector collaboration (for us in West Wales in particular) there is a danger that many PSB partners could be pulled in different directions i.e. Health Board and Police will straddle two different CJCs in our area.
- 5.3 However, the lack of dedicated resources to fulfil the potential of the PSB is the main barrier to successful implementation of the Act.

6 How to ensure the Act is implemented successfully in the future

- 6.1 Clear direction and commitment from Welsh Government in the continuation of embedding the Act is required. Whilst being fully appreciative of the need for challenge and scrutiny of how things are going, in the first few years since the Act was introduced there have been several inquiries or calls for evidence into the way in which organisations are embedding the Act but also particularly around the role and function of PSBs. Greater collaboration on these types of enquiries would be beneficial.
- 6.2 There is a strong commitment by individual partners to the PSB and collaboration in general. Since the start of the pandemic many PSB members have noted that the relationships and trust they had built by working with the PSB over a number of years had supported their response to COVID-19 as they knew who to turn to in different public bodies in order to get matters where there were inter-dependencies resolved as quickly as possible. There is also a strong belief that we could be achieving so much more by working together and that in order to address the challenges we're currently facing, the best solution is to work together.

Carmarthenshire County Council Response to the Senedd Public Account Committee Inquiry

Barriers to the successful implementation of the Well-Being of Future Generations (Wales) Act 2015

Thank you for inviting Carmarthenshire County Council's views on the barriers to the successful implementation of the Well-Being of Future Generations (Wales) Act 2015. After five years it's important that the public sector takes stock and considers the Future Generations Commissioner's and Auditor General's reports published in May this year on the progress being made. We welcome this opportunity to submit our views.

1 Awareness and understanding of the Act and its implications

1.1 There is good guidance available on the Act with a number of resources available to promote awareness and understanding, including the Essentials guide, Megan video and website content. There are several guides available for public bodies which are well written and accessible. In Carmarthenshire, we have supplemented the guidance and developed our own ways of raising awareness and understanding of the Act by:

- conducting training with elected members on the Act and have embedding the Act into our Strategic and Service planning processes. We are also fusing the Act's requirements into our new Integrated Impact Assessments which will be introduced in the next few months.
- starting a series of workshops on the 5 Ways of working especially for the corporate functions that require change as a result of the by the Act.
- integrating the Act into our corporate planning and business planning framework and embedded our Well-being Objectives into those requirements.
- introduced promotional material such as a simple ABC one side guide to the Act, credit card size guidance and other promotional material.
- Consulting on the Council's Well-being Objectives as part of the annual budget consultation with the public.

1.2 As a Council we feel that internally, from an officer and councillor perspective, there is good awareness and understanding of the principles of the Act. Many of the elements are now being implemented and embedded into core practice in terms of our planning. Progress is also being made on embedding the five ways of working into all that we do and we will be introducing our new integrated impact assessment over coming months which incorporates the Well-being of Future Generations duties alongside other statutory duties including equalities, Welsh language and pending socio-economic duty.

1.3 This level of awareness and understanding is also reflected in our work and dealing with other public and third sector partners. There is also some general understanding within the private sector despite the Act not directly relating to their work.

1.4 However, we would question how well understood the Act is amongst the wider public and what level of awareness there is of the requirements. This may be an area for development at a national level in future. At a local level we have tried to address this

by introducing a mini-Executive Board where 10 primary school age children have been identified to shadow the Executive Board members and they then support communication of key messages from the Council to Carmarthenshire residents. We had started to make good progress on this up until the lockdown and will be looking to re-instate this as soon as practicably possible.

- 1.5 In addition, in order to aid awareness and understanding it would be beneficial if the Auditor General's *'Positive indicators of the five ways of working'* and the *Future Generations Commissioner's 'Framework for service design via the 5 ways of working'* could be the same. Having two similar but different sets of guidance can be difficult when aiming for consistent implementation.

2 The resources available to public bodies to implement the Act and how effectively they have been deployed

- 2.1 Implementation of the Act and its duties has been undertaken through existing corporate arrangements within the Council and due to budgetary constraints, no additional resource has been committed. This has meant that progress in fully embedding the Act requirements has been slower than desired and we are still working towards ensuring the five ways of working drive all of our activity as a Council.
- 2.2 Given the scale and ambition of the Act additional resources from Welsh Government would be required to take this work forward at a faster pace.
- 2.3 To a degree, the introduction of the Local Government Bill next year will aid implementation as it will remove some of the statutory duties we are required to fulfil through the Local Government Measure and aid full transition to the Well-being of Future Generations Act requirements.
- 2.4 On a more general note, embedding the sustainable development principle when Councils and other public bodies are only offered short term funding can inhibit the long-term planning that is key to applying the principle. Our ambitions are curtailed by restrictions on funding. This is also true of grant funding which is awarded with strict criteria in terms of implementation. This can sometimes mean that services are developed and implemented to suit the grant criteria rather than what is actually needed in the community. We aim to ensure we embed the five ways of working in all that we do but this can be challenging when facing such short-term and fixed funding allocations.
- 2.5 The Council also has a lead role to play in addressing longer-term societal issues such as climate change, poverty, inequalities and economic growth. Without additional resource to support this response it is challenging to make the necessary progress. The Public Services Board (PSB) also has a key role to play in responding to these future challenges but again without additional resources the potential of the PSB will not be fulfilled.

3 Support provided to public bodies by the Future Generations Commissioner

- 3.1 There is extensive material available on the Future Generations Commissioner's website. Although always well considered and appropriate it can be very challenging to be able to take account of all of the different sets of guidance and documents available and there may need to be some consideration of how this information is disseminated. For

example, the Future Generations Report published in May contains a wealth of information, guidance and recommendations, but it has been particularly challenging to be able to set aside time to digest the whole report given the sheer size of it.

- 3.2 As we are now far better versed in using online/virtual meetings, maybe creating a programme of on-going short, sharp webinars would be a better way of communicating the valuable content that is prepared by the Commissioner's office. This could then be made available to officers and councillors to digest in a more convenient way.
- 3.3 Public bodies must set their own Well-being Objectives to maximise their contribution to the National Goals. Public bodies then set out plans to achieve their objectives and report against them. For us locally, our focus is on delivering against our locally agreed outcomes therefore its is challenging when increasingly the Future Generations Commissioner's Office asking us to demonstrate how we are doing against the National goals.

4 The leadership role of Welsh Government

- 4.1 The introduction of the new Local Government and Elections Bill will consolidate the performance requirements and Well-being of Future Generations expectations upon Councils. This will be beneficial and is timely.
- 4.2 There could be greater integration of the Act requirements across different Welsh Government departments and more strategic leadership in terms of ensuring different policy areas take account of each other's needs.
- 4.3 As noted earlier, implementation of the five ways of working when considering budget allocations, especially specific grants could be improved and adoption of the definitions of preventative spend would help public bodies.

5 Any barriers to the successful implementation of the Act (e.g. Brexit, COVID, etc.).

- 5.1 Many of our plans for this year have been 'blindsided' by the Covid-19 Pandemic and many of our usual reporting mechanisms may look and feel a little different this year. However, some of the lessons learnt by the experience and some of the new ways of working will be beneficial. We have conducted an internal review to ensure we capture the lessons we learnt and prepared a Community Impact Assessment. These will be used as part of our COVID-19 recovery plans.
- 5.2 We have integrated our Well-being Objectives into our Corporate Strategy and this has been a considerable step to mainstreaming the Act within the Council. In our view it is important that public bodies integrate their Well-being Objectives, Corporate Strategy, performance measures and budget setting as required by the Act.
- 5.3 One of the key barriers for us locally, is fully understanding and avoiding duplication and contradiction when responding to different legislative requirements which sit alongside the Act, such as the Social Services and Well-being Act, Environment Act and Local Government Measure 2009 and others. This is an element that Welsh Government needs to give further thought to as at times the integration between such requirements is lacking and we have to make sense of the different requirements at a local level, when we have less resources than Welsh Government to do so.

- 5.4 The reporting requirements of different legislation can also hinder progress on Well-being Objectives as different departments focus on their legal commitments and requirements of reporting that can conflict with collaborative and integrated well-being.
- 5.5 It is important not to turn the good will for the Act into a compliance exercise but to continue to encourage the spirit of the Act.

6 How to ensure the Act is implemented successfully in the future

- 6.1 This is a long journey and it will take time to fully embed the Act across all that we do as a Council. This is a significant cultural change in the way that public bodies operate, and although we are making good progress there is still some way to go.
- 6.2 Clear direction and commitment from Welsh Government in the continuation of embedding the Act is required. Whilst being fully appreciative of the need for challenge and scrutiny of how things are going, in the first few years since the Act was introduced there have been several inquiries or calls for evidence into the way in which organisations are embedding the Act. Greater collaboration on these types of enquiries would be beneficial.
- 6.3 Additional resources to support raising awareness of the Act amongst the public would be beneficial going forward. This would raise the level of expectation and aid further embedding of the Act in all that we do.

Consultation on Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015.

From Denbighshire County Council

Author: [REDACTED], November 2020.

1. Awareness and understanding of the Act and its implications.

There is awareness and understanding of the Well-being of Future Generations Act within the organisation. Ahead of – and during - the Act's implementation there were Council Briefings, Officer briefings, and internal comms about the Act's goals and its Sustainable Development Principles. There was also a wholesale review of the organisation's planning, assurance and decision-making frameworks, so the Act is embedded into the 'engine' of the Council (including our induction process). It would be interesting to gauge the general public's awareness of the Act, and the ethos of making decisions today that don't negatively impact on the ability of future generations to achieve well-being.

The Public Services Board is a statutory vehicle of the Act, and it would not be unexpected if our residents were unfamiliar with this vehicle.

2. The resources available to public bodies to implement the Act and how effectively they have been deployed.

Focussing on the resources available from Welsh Government, the Well-being of Future Generations Act (WFG) team has been effective in the support provided. Frequent network meetings with thoughtfully curated agendas have been timely, and the content and format has been both topical and conducive to good discussion.

The grant provided from Welsh Government has been less effective. Firstly, the fact that it needs to be spent regionally doesn't allow for local needs to be met. Importantly though, the issue has been the criteria for the grant's spend, which hasn't felt reflective of the PSB's priority activities. For example, following publication of the well-being assessments and agreement of priorities, the grant criteria continued to include 'addressing gaps in evidence base' or 'creation of live assessments' when PSB's focus has been on designing and delivering next steps. The grant has usually, therefore, proved difficult to spend. However, 2021-22 will see many well-being assessments being revisited, so for the next financial year this grant will be of great importance.

The above responses do refer to PSBs, and it feels that the WG's focus on the Act is on PSBs. However, this does not feel like the priority 'vehicle' to our organisation. Our PSB has struggled to find a niche for itself, perhaps as many of the priority well-being themes it identified already have regional partnership structures in place to address them, i.e. mental health. The planned Local Government Bill that legislates for CJs – regional boards managing various core themes - may further hinder the PSB to carve out a distinct role for itself.

For Denbighshire County Council, it's within our organisation's own well-being plan (and business as usual) that commit to the Act is most keenly manifest. Therefore support to public bodies should be of more importance than it currently appears to be, in comparison with collaborative bodies. It's through these bodies that the Act is having greatest impact, from our perspective.

In a discussion regarding resources available to support the implementation of this Act, it's important to note the substantially higher level of funding that's been available to Regional

Partnership Boards under the Social Services & Well-being Act. Members of that board reported that when resource was allocated to them, and when the terms of receipt of the resources enabled delivery, it became easier for the board to progress business.

3. Support provided to public bodies by the Future Generations Commissioner.

Although staff we work with at the WFG Commissioner's office are personable and professional, their contact is sporadic, there is little consistency in terms of the people we work with, and relationships aren't forged at senior levels of the organisation. Customer relationship management and the critical friend-type connection that would be useful (and that we share with Audit Wales, for example) could be greatly improved if there was greater dialogue. By way of example, reports received from the Commissioner's office are often excessively long (the recent annual report was 800 pages); aren't bespoke; and recommendations made haven't been discussed and therefore betray limited understanding of the geographic, financial, and strategic considerations of our organisation. There is scope for a more effective offer from the WFG Commissioner's office that could support continuous improvement.

4. The leadership role of the Welsh Government.

We believe there to be a systemic governance issue that is a barrier to the effectiveness of PSBs, and that is the fact that the timetables for publishing local authority well-being plans and PSB well-being plans were not synchronised. As the timetable for publishing each is set out in statute, there was no flexibility around time scales. In our local authority, we'd therefore developed our organisation's plan (along with its associated delivery plan, targets, milestones, and financial strategy) prior to the PSB agreeing its priorities. This presented issues on two key fronts: It made it difficult to 'retro fit' and establish synergy with the priorities set by PSB members, and it felt excessive and confusing to return to our staff and stakeholders for input as to the what the priorities and delivery steps should be. We believe it would be far more effective (and that it would cause less confusion) if the PSB plan and local authority plans were produced at least at the same time. WG can help with this by rewriting the requirements for publication deadlines. As the bodies that are most numerous in Wales, and as bodies that are democratically led, it would be useful synchronise PSB well-being plan publication deadlines with local authority election cycles.

5. Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

Brexit and covid are challenges that will shape the socioeconomic fabric of our communities, so will have great impact. On the face of it, this shouldn't be a barrier to successful implementation of the Act but we should be aware that the process of updating Local Assessments of Well-being will largely start from early 2021, when the impact of these challenges on Wales and the UK will still be manifesting. Their impact won't be complete, therefore the Assessments could require more change/edits/captures of nuance than they would usually do. This might present extra pressure.

In times of change and pressure it can be typical human behaviour to deal with immediate concerns, so there is a risk that there will be a tendency to emphasise short-term over long-term planning during the next planning cycle. Perhaps Audit Wales and the WFG Commissioner's office can help to mitigate this to some extent through the advice they provide.

6. How to ensure that the Act is implemented successfully in the future.

- i. Well-being of Future Generations Commissioner's office to establish closer advisory relationships with senior management in organisations, possibly by working in collaboration with Audit Wales. Particular focus could be on refining approaches to sustainable development.
- ii. Better align legislative timetable for PSB and Public Bodies' well-being plans, so that the timetable is more conducive to better governance (i.e. establishing a 'golden thread' from PSB work).
- iii. Develop grant criteria in a co-production style with PSB coordinators in order to ensure that funds made available are relevant and can effectively support progress.

Barriers to the successful implementation of the Well-being of Future Generations Act

1. [Afallen LLP](#) is a values-based company that helps organisations to implement the Well-being of Future Generations Act (WFGA) in ways that have meaning and value for them. We have helped increase the adoption of the Well-being Goals (WBG) and Ways of Working, which we collectively refer to as the Well-being Outcomes (WBOs). We aim to maximise the amount of money and expertise retained within Wales, and to enable small companies and consultants to work and live in their communities across Wales.

Awareness and understanding of the Act and its implications

2. We use the WFGA and the WBOs as the framework for all of our project delivery. We have worked with public, third and private sector organisations, and within each of those sectors, understanding about the Act and its implications is varied. In other words, the sector does not necessarily determine whether or not understanding and implementation of the WFGA is consistently happening and widespread.
3. Since the Act was enabled, Welsh Government, the Future Generations Office and actors within the third and private sectors have carried out engagement and public communication on the Act. This has undoubtedly led to an increase in awareness and understanding of the Act and the WBOs generally. However, in our experience, that awareness and understanding is typically confined to experts within the subject matter of sustainability, or individuals who are tasked with implementing the Act within an organisation.
4. This points to a failure to engage the public more widely. However we note that WFGA does not specifically define public engagement as a duty for the Commissioner; it can only be inferred from

“The general duty of the Commissioner is— (a) to promote the sustainable development principle...”

We also note that fully educating and informing the citizens of Wales about the WFGA is probably impossible within the budget and scope of the Act. It is likely that the only way to properly inculcate this understanding at a nationwide level is to embed the Act within the National Curriculum and empower young people to propagate understanding through the familial, social and (eventually) employment networks.

5. A high profile case which helped raise the profile of the Act was the intervention of the Office of the Future Generations Commissioner (FGC) in the decision around the M4 expansion around Newport. This is not to suggest that such cases are necessary for the success of the Act.

The resources available to public bodies to implement the Act and how effectively they have been deployed

6. Our insight into this question is necessarily limited by our organisational status, but we consider that the online guidance is insufficient on its own to enable significant and meaningful change. For example, in the [Art of the Possible](#) guidance - itself a useful initiative - the suggested interventions vary in significance, but rarely make recommendations which would point towards truly sustainable organisations. Although there is commendable urgency in general communications about the dangers of climate change, this urgency is far less evident in the tools provided to public sector organisations which we think need to be truly radical.
7. We believe that independent research should be commissioned to examine the efficacy of resources provided to the public bodies and that good practice in culture change from public sector organisations elsewhere be considered in supporting public bodies to adopt the WFGA.

Support provided to public bodies by the Future Generations Commissioner

8. We have insufficient insight to be able to comment

The leadership role of the Welsh Government

9. Welsh Government has demonstrated strong top-down commitment to the act, but (unsurprisingly given the nature of organisational evolution and culture change) implementation is filtering extremely slowly through the organisation and arms-length bodies.
10. Some departments within Welsh Government understand and take seriously their commitments. In our experience these are departments with direct exposure to issues of sustainability. However this enthusiasm is not (in our experience) sufficiently widespread or consistent, and we have experienced reluctance from and scepticism from some individuals.
11. On a strategic level, we think that Welsh Government and the Public Bodies covered by the Act are insufficiently imaginative in their interpretation and exercise of the Act. For example, embedding the 'working from home' culture by default and as policy for desk-based jobs would reduce transport emissions, increase spend in local economies, and in particular outside the largest towns and cities; improve organisational performance by ensuring that the most talented people from across Wales were able to work within the largest public sector organisations without having to move to a relevant site; reduce costs (such as office overheads) and improve the work-life balance for tens of thousands.
12. We also consider that Welsh Government could undertake a useful exercise to analyse and adopt good practice from national and regional governments globally; for example, understanding the benefits of [Estonia's move to a digital society](#), and the potential impacts on the WBOs if replicated in Wales.

Any other barriers to successful implementation of the Act (e.g. Brexit, Covid etc)

13. We think that this section is framed too negatively. The 'barriers' could also be considered as opportunities (subject to 14 below).
14. As the UK's biggest recipient of EU funding, and the part of the UK which exports proportionally most to the EU, Wales' exposure to the multifarious downsides of Brexit is particularly acute. We must therefore accept a new baseline for Wales from 2021 which negatively impacts all of the Well-being Goals, although not the Ways of Working.
15. Within this new baseline we consider that existing powers, and those retained following the decisions of the UK Government about the competencies of devolved administrations, need to be used to their full potential. We call for the 'reset opportunity' of Brexit and Covid to allow conventional thinking on all aspects of economy and society to be cast out, and space provided for imagination on new ways of working, and new policy interventions.
16. We consider that the greatest risks on implementing the WFGA arising from the end of the Brexit transition period will fall upon the agricultural sector, which plays a crucial role in the foundational economy, in (potentially) environmental custodianship, and in the socio-linguistic fabric of society in huge swathes of rural Wales.

How to ensure that the Act is implemented successfully in the future

17. We endorse the suggestion by [David Thorpe](#) of holding PSBs accountable to - or at least reporting to in some mechanism - Citizens Assemblies in each of the PSB areas. This would increase the understanding of the WFGA for 'normal' citizens (rather than those engaged for other reasons). It would also broaden the range of people engaged within civil society more generally, and potentially improve the diversity of experience brought to bear on discussions and decisions taken within these forums.

18. We consider that the well-being indicators need revision. Some of them have fulfilled their function and can now be 'retired' (such as the amount of renewable energy installed). Some appear valid, but are not regularly updated, which suggests that there needs to be a stronger link between existing or attainable data, and the indicators
19. The WFGA has yet to be tested in court against a Welsh Government decision; but the signals are not promising. Notwithstanding the view of the Judge about the decision of Neath Port Talbot Council to close a primary school, [the High Court decided that](#):

"I do not find it arguable that the 2015 act does more than prescribe a high-level target duty which is deliberately vague, general and aspirational and which applies to a class rather than individuals. As such, judicial review is not the appropriate means of enforcing such duties."

20. The High Court judgement appears to reduce the likelihood that a Supreme Court challenge to the implementation of the WFGA would be successful. We therefore suggest that the Committee gives due consideration to amending the WFGA in order to allow legal challenge to decisions by Public Bodies on the basis of not complying with the Act
21. This had seemed possible with the M4 expansion case, but the decision not to support funding obviated a decision made predominantly on environmental grounds. We note that the First Minister stated a [difference of opinion](#) (with regard to the Inspector's report) on the environment, saying:

"I attach greater weight than the Inspector did to the adverse impacts that the Project would have on the environment. In particular, I attach very significant weight to the fact that the Project would have a substantial adverse impact on the Gwent Levels SSSIs and their reed network and wildlife, and on other species, and a permanent adverse impact on the historic landscape of the Gwent Levels."

YMATEB CYNGOR SIR YNYS MÔN I YMGYNGHORIAD Y PWYLLGOR CYFRIFON CYHOEDDUS AR Y

Rhwystrau i weithredu Deddf Llesiant Cenedlaethau'r Dyfodol (Cymru) 2015 yn llwyddiannus

Dyddiedig – Tachwedd 2020

Awdur – Gethin Morgan

Byddai'r Pwyllgor yn croesawu'ch barn ar y materion a ganlyn i ategu'r dystiolaeth lafar a gawn:

1. Ymwybyddiaeth a dealltwriaeth o'r Ddeddf a'i goblygiadau.

- Mae gan arweinyddiaeth a rheolwyr Cyngor Sir Ynys Môn ymwybyddiaeth o'r ddeddf a'i goblygiadau.
- Noder fod y 5 ffordd o weithio (tra falle ddim yn cael ei dystiolaethu yn flaenorol) wedi bod wrth wraidd gwaith y Cyngor Sir ers cyn 2017. e.e. rhaglen llywodraeth parthed ysgolion 21ain ganrif / gwaith datblygu cysylltiedig a pwerdy niwclear yn Wylfa Newydd.
 - Atal
 - Hirdymor
 - Integreiddio
 - Cydweithio
 - Cynnwys
- Rydym wedi ac yn parhau i wreiddio'r egwyddor o ddatblygu cynaliadwy a'r 5 ffordd o weithio i mewn i'n gwaith yn ddyddiol gan geisio ei wneud mor berthnasol a phosib i bob lefel o'n gweithlu ac yn ei dystiolaethu. Mae hyn bellach yn egwyddor craidd ein gwiath dydd i ddydd sydd yn gyrru dull o weithio effeithiol ac effeithlon.
- Gellid tystiolaethu hynny drwy'n cynlluniau darparu gwasanaeth blynyddol / adroddiadau pwyllgorau gwaith a chraffu, yn ogystal a'r ffaith bod y 5 ffordd o weithio yn cael ei drafod yn ein fforymau rheolwyr sydd yn cwrdd yn rheolaidd yn ystod y flwyddyn.
- Noder for rhai elfennau o'r 5 ffordd o weithio yn haws i'w gwireddu nag eraill yn enwedig yn ystod y cyfnod sydd ohoni. e.e. gyda trefniadau rhithiol parthed busnes yn bodoli ar draws y sector gyhoeddus a'r angen I leihau ymgysylltiadau wyneb I wyneb, rhaid meddwl yn ddwysach ynglyn a sut i ymgynghori gyda trigolion ar faterion sydd angen penderfyniad.
- Mae'r Cyngor bob tro yn awyddus I ddysgu oddi wrth eraill ac i'r perwyl hynny wedi gofyn am arweiniad / arfer dda yn y maes hwn gan Archwilio Cymru.
- Yn amlwg, mae bob amser lle i wella ein hymwybyddiaeth ond y gred yw fod gennym sylfaen gadarn i weithio ohono i'r dyfodol er budd gwreiddio'r ymwybyddiaeth ymhellach.

2. Yr adnoddau sydd ar gael i gyrff cyhoeddus roi'r Ddeddf ar waith a pham mor effeithiol y maent wedi cael eu defnyddio.

- Nid oes adnoddau ychwanegol wedi'i clustnodi gan Lywodraeth Cymru ar gyfer rhoi'r ddeddf ar waith, newid diwylliant, na casglu tystiolaeth ac adrodd.
- Mae'r disgwyliad o orfod ei weithredu drwy'r arian blynyddol a geir gan lywodraeth cymru ynghyd a'r swm o dderbynir drwy godi'r treth cyngor lleol.
- Tra bod yr hyn sydd yn ddisgwyliedig yn synhwyrol ac yn dilyn y modd y byddai'r sector gyhoeddus yn gweithio nid oes adnoddau ychwanegol wedi'i nodi ar gyfer gweithredu'n unol a'r ddeddf.
- Mae trawsnewid ffordd o weithio, gwreiddio egwyddorion ac ystyriaethau newydd a gwahanol wedi bod yn heriol iawn mewn cyfnod ble mae'r awdurdod (a Llywodraeth Leol) wedi gorfod gwneud arbedion ariannol, a lleihau capasiti ac arbenigedd yn sylweddol.
- Mae'r arbedion parhaol wedi ei gwneud yn anoddach fyth I Lywodraeth Leol wireddu disgwyliadau dydd i ddydd yn effeithiol, heb son am roi mwy o sylw, adnoddau, ac amser i ystyried a chynllunio am y dyfodol

3. Y cymorth y mae Comisiynydd Cenedlaethau'r Dyfodol yn ei roi i gyrff cyhoeddus.

- Mae'r cymorth sydd yn cael ei roi gan swyddfa'r comisiynydd i gyrff cyhoeddus yn ddefnyddiol.
- Mae'r gwahanol dwlsynau sydd yn cael ei cynnig yn helpu i wreiddio'r dealltwriaeth ar draws y gweithlu.
- Mae'r angen i'r cymorth weithiau fod yn fwy pragmatig.
- Angen cydnabyddiaeth pellach i wella'r ymwybyddiaeth a'r gwahaniaeth rhwng delio gyda'r ddeddf mewn ardal drefol ynghyd a delio gyda'r ddeddf mewn ardal wledig (e.e. sefydlu llwybrau teithio beic (fel engrafft o arfer dda) ddim mor hawdd ei wireddu mewn ardal wledig)
- Mae'r cymorth ar disgwyliad ar brydiau i ymateb i ymholiadau gan y swyddfa wedi bod yn feichus o ystyried disgwyliadau statudol eraill sydd gan gyrff cyhoeddus ond credir fod y wybodaeth hynny wedi ei dderbyn gan y swyddfa a bod gwersi wedi'i dysgu ohonynt.
- Byddai swyddfa, capasiti ac arbenigedd yng Ngogledd Cymru'n fuddiol er mwyn cryfhau'r cydweithio, cefnogi, a rhannu ymarfer da.

4. Rôl arweinyddiaeth Llywodraeth Cymru

- Mae gan Lywodraeth Cymru rôl arweinyddiaeth gref l'w chwarae a cydnabyddir bod rhwystrau parthed gwireddu hynny.
- Credir bod y gweithdrefnau yn newid er budd ymgymryd a'r rol hynny.
- Noder mai un o gonglfeini y 5 ffordd o weithio yw'r cyd-weithio neu'r rhyngweithio a ddisgwylir rhwng sefydliadau cyhoeddus. Credir fod lle i hyn

wella o fewn gwahanol adrannau'r Llywodraeth ond bod sylfeini cadarn yn cael ei sefydlu yn gyfredol i ymgymryd a'r dasg hynny.

- Er yr angen a'r disgwyliad parhaus i gydweithio ac integreiddio ar draws y sector gyhoeddus, mae rhaid sicrhau bod atebolwyrdd a'r disgwyliadau sydd ar bob corff cyhoeddus yn glir ac eglur
- Maent fel corff yn dangos sut eu bod yn gweithredu tuag at nodau'r ddeddf (7)
 - Cymru lewyrchus
 - Cymru gydnerth
 - Cymru sy'n fwy cyfartal
 - Cymru iachach
 - Cymru o gymunedau cydlynus
 - Cymru a diwylliant bywiog lle mae'r Gymraeg yn ffynnu
 - Cymru sy'n gyfrifol a'r lefel fyd-eang

ond credir fod lle iddynt wella yn y ffordd y maent yn ymgymryd ac yn dangos eu bod yn cwrdd a'r 5 ffordd o weithio.

- Mae'r Llywodraeth yn gosod targedau synhwyrol a heriol i fynd i'r afael ag amryw o'r nodau uchod e.e. carbon niwtral erbyn 2030 sydd yn galonogol ac yn dangos arweiniad clir

5. Unrhyw rwystrau eraill rhag gweithredu'r Ddeddf yn llwyddiannus (e.e. Brexit, COVID, ac ati).

- Adnoddau / dirwasgiad y Deyrnas Gyfunol, ar byd yn ei gyfanrwydd yn dilyn y pandemig.
- Fframwaith adrodd ar berfformiad dan fesur llywodraeth leol newydd sydd yn cymryd ystyriaeth o ddisgwyliadau'r ddeddf a'r dealltwriaeth bod gwaith atal / hirdymor yn waith sydd ddim yn dangos gwelliant dros nos.
- COVID-19 a'i effaith ar cymdeithasu wyneb yn wyneb
- Brexit – yr diffyg dealltwriaeth a'i gyfathrebiad o beth fydd yr effaith ar economi a busnesi'r wlad. Porthladd Caergybi yn cael ei amlygu yma.
- Disgwyliadau Llywodraeth y DU weithiau'n gwrthdaro a disgwyliadau Llywodraeth Cymru
- Diffyg y ddeddf o'i wneud yn statudol bwysig bod sefydliadau y sector breifat yn dilyn y cyfarwyddiadau.

6. Sut mae sicrhau bod y Ddeddf yn cael ei gweithredu'n llwyddiannus yn y dyfodol.

- Cefnogaeth parhaus i gyrff cyhoeddus wreiddio'r disgwyliadau ymhellach
- Lleihad yn y dibyniaeth sydd yn cael ei ddangos ar dystiolaethu rheolaidd sydd weithiau'n ofyniad uwchben disgwyliadau statudol eraill.
- Gwreiddio'r disgwyliadau i feysydd statudol a dewisol mwy eang sydd yn gysylltiedig a gwaith cynghorau.

- Cynyddu'r arlwy sydd ar gael parthed rhannu arfer dda a defnyddio cyrff cenedlaethol / rhanbarthol i ysgogi hynny 'mhellach.
- Ystyriaeth pellach ynglyn a sut y gellid ymgorffori'r disgwyliadau a'i wneud yn berthnasol i'r sector breifat.
- Dylanwadu ar bobl ifanc a sicrhau bod aliniad clir a phendant efo'r system addysg a dysgu (pob oed).
- Uchafu capasiti, dealltwriaeth ac arbenigedd penodol o fewn pob corff cyhoeddus er mwyn gallu dylanwadu.

**YSGOL Y GYFRAITH
SCHOOL OF LAW**



Response to the Senedd Public Accounts Committee Inquiry into Barriers to the Successful Implementation of the Well-Being of Future Generations (Wales) Act 2015 on behalf of Bangor Law School, Public Law Research Group

Response to Questions 1-4: Awareness and understanding the Act and its implications; resources available to public bodies to implement the Act and how effectively they have been deployed; support provided to public bodies by the Future Generations Commissioner; and the leadership role of the Welsh Government

1. This part of our response is based on research into administrative justice in Wales, conducted between September 2018 and May 2020, funded by the Nuffield Foundation. Administrative justice is the justice of relationships between citizens and the state. Specifically, it concerns ‘how government and public bodies treat people, the correctness of their decisions, the fairness of their procedures and the opportunities people have to question and challenge decisions made about them’ ([UK Administrative Justice Institute](#)). In our research we engaged with over 200 individuals and organisations in the Welsh administrative justice system including local authorities, lawyers, judges, third sector organisations, academics, sector representative bodies in housing and education, and public sector staff and volunteers in the fields of housing and education. The full methods of our research can be found in our three reports: *Public Administration and a Just Wales*, *Public Administration and Justice in Wales (Social Housing and Homelessness)* and *Public Administration and Justice in Wales (Education)*, all available at: <https://www.nuffieldfoundation.org/project/paths-to-administrative-justice-in-wales>
2. Our research incorporated extensive analysis of how the recommendations of the Commission on Justice in Wales (Justice Commission) relating to administrative justice, could be progressed. The Justice Commission acknowledged that: ‘Administrative justice is the part of the justice system most likely to impact upon the lives of people in Wales’ ([Commission on Justice in Wales](#)). It also stated that substantive Welsh administrative law is the area with the most potential for short-term divergence from English law. In theory at least, the Well-being of Future Generations (Wales) Act 2015 (WFGA) can be seen as the bedrock of Welsh administrative law. Some of our research participants felt that there had been a clear policy choice and direction by Welsh Government to focus on well-being as the cornerstone to good administration in Wales, perhaps even with some consequent marginalisation of other foundations (which could include for example, human rights, equality, and specifically *Principles of Administrative Justice for Wales* developed by the [Committee on Administrative Justice and Tribunals in Wales](#)).
3. A major theme of our research has been the complexity of administrative law and its application by public bodies in Wales. We address the complexity of the legislation below as a particular barrier to implementation. In general, much recent Welsh legislation relating to public administration can be seen as constituting what Professor Emyr Lewis

has called ‘high-level soft law regulation’. Our research respondents suggested that, as yet, there is little clarity about how this is intended to apply to the decision-making of so-called ‘street level’ bureaucrats, those taking regular, often daily decisions that impact people’s lives in the administrative justice system. Is this new layer of regulation intended to apply to them at all, would implementation potentially be improved if WFGA decision-making principles more clearly applied to all layers of public administration?

4. An issue raised across our research has been noting the challenges faced by street-level administrative decision-makers in applying sometimes complex legal principles. For example, we heard that local authority staff ‘are not legal experts, they just administer law’ and received examples of a perennial problem for administrative law; namely how to understand distinctions between law and policy, and between rule-governed and discretionary decision-making, and particularly how increases in the volume of soft-law (such as guidance and various new frameworks), that are tools to support decision-making, can lead to confusion about the appropriate space for discretionary judgement. The conclusions of our research tend to support the key findings of Audit Wales in its recent ‘[Think Piece](#)’ on implementing Welsh law: that local authorities can lack sufficient capacity to devote to implementing legislation; that guidance, including Welsh Government guidance, could be clearer and available in a more timely fashion; that lack of alignment and/or integration between particular pieces of legislation and guidance (in this case including WFGA and related guidance) makes it difficult for public bodies to deliver new responsibilities effectively.
5. Our respondents particularly found the different conceptions of well-being in WFGA and the Social Services and Well-being (Wales) Act 2014 (SSWB) respectively, could lead to confusion, and that more could be done to highlight the differences. There were some perceptions that local authority staff too often perceive of well-being as an individualist and personal concept, related to self-care, and what some described as being related to social class, which seems to an extent quite the opposite of the meaning given to the concept in WFGA itself. That said, the training provided by the office of the Future Generations Commissioner was considered to be very good by those of our respondents who had benefitted from it; and there is comity between all the Welsh Commissioners, and between the Commissioners and the Public Services Ombudsman for Wales, which we suggest also benefits implementation of WFGA, although the resources of each organisation impacts on the degree of joint-working that can be progressed. Specifically, the resources of the office of the Future Generations Commissioner seem to us insufficient given the breadth of Commissioner’s role, and the extent of well-being goals within her remit to monitor and assess.
6. Resources remain an issue impacting on implementation within public bodies, including specifically, local authorities. Responses to our research from local authorities and those working closely with them, demonstrated a general feeling that scarce resources frame the context in which everything else has to be made to work. Where disputes over the application of administrative law provisions directly concern the use of resources, it is easier to see how the effects of austerity can escalate problems. However, we noted that some disputes, and some implementation weaknesses, are at base about adherence, or lack of, to procedures that are not directly associated with the scarcity of resources.
7. Although the publicity and media (including social media) activities of the Future Generations Commissioner were seen by our participants to be extensive and well targeted, there is still some lack of awareness, or lack of more detailed depth of

understanding of WFGA among professionals in the administrative justice sector, and among the members of the public who we engaged with.

8. Similar views to those expressed above were also echoed by another pilot (ongoing research) at Bangor University on ‘Achieving WFGA goals through Public Procurement activities’, by Welsh public bodies. In the initial research with representatives of Welsh local councils, including the participants from the Welsh Local Government Association and Swansea council, it was noted that there is increasing awareness by council staff of the need to ensure that their procurement process, reflect local priorities that align with the WFGA goals, and evidence that some councils are beginning to consider and reflect some of these goals in the design of tenders and award criteria in public contracts. However, many challenges have affected the deployment and implementation of wellbeing goals in councils’ procurement activities. These challenges include competing priorities and conflicting government agendas, including Covid-19 procurement measures. Another challenge relates to the lack of sufficient resources and knowledge among staff on how best to draw up appropriate requirements in tenders, and measures of scoring, measuring and monitoring such requirements in public contracts.

Questions 5 and 6: Any other barriers to successful implementation of the Act (e.g., Brexit, Covid-19, etc); and how to ensure that the Act is implemented successfully in the future

9. Our research has looked, to an extent, at whether greater alignment with the justice system has the potential to improve implementation of WFGA (and other general Welsh administrative law). A key point is the conclusion of the Commission on Justice in Wales that:

Wales has far sighted policies on future generations, sustainability, and international standards on human rights. These are, however, not integrated with the justice system. The distinctive legal framework being developed to underpin these policies, including the creation of independent public officers whose role is to promote and protect rights, is not aligned to the justice system.

10. The Commission does not define the two key terms of not ‘integrated’ with and not ‘aligned’ to the justice system, but it does go on to say that Wales lacks sufficient machinery for implementation of its law through courts and tribunals (suggesting that the small devolved tribunal judiciary only adds to fragmentation and complexity). The Commission further concludes:

The Future Generations Act has raised questions whether (1) the principles are purely aspirational and therefore without a mechanism for enforcement, or whether (2) the principles give rise to duties enforceable by administrative measures through the Future Generations Commissioner or Auditor General for Wales, or whether (3) the principles give rise to duties which are justiciable and directly enforceable by the courts.

11. So far at least, in permission stage judicial review decisions that do not create binding legal precedents, the Administrative Court in Wales has found that particular duties under WFGA are not legally enforceable through judicial review at the suit of individual claimants. In *R(B) v Neath Port Talbot*, the claimant was a parent of a child

affected by a proposed school closure, who argued that the local council had not complied with its sustainable development duties under WFGA in its decision to close the school. Lambert J did ‘not find it arguable that the 2015 act does more than prescribe a high-level target duty which is deliberately vague, general and aspirational and which applies to a class rather than individuals...As such, judicial review is not the appropriate means of enforcing such duties’. After his tenure as Chair of the Commission on Justice in Wales, [Lord Thomas](#) was critical of aspirational legislation, including WFGA, as raising false hopes and undermining the rule of law. His central interrelated conclusions were: first, that legislation which seeks to improve administrative decision-making must be drafted with sufficient precision to enable an appropriate court, tribunal or other enforcement body to determine whether relevant duties have been discharged on the basis of objective evidence; second, that the use of different enforcement mechanisms should be explored which could include a court or tribunal, but also potentially an ombud with an adjudicative role, or a commissioner with enforcement powers.

12. In terms of court-based redress, our research reports examine some general weaknesses of judicial review as a mechanism for holding public bodies to account in Wales. Some weaknesses include: lack of awareness of public administrative law generally (this is far from being an issue that affects the WFGA alone); reduction in legal aid funded advice provision (a disproportionate reduction in Wales as compared to England); and the still comparatively limited availability of specialist public administrative law advice provision outside the major urban areas of south Wales. Our participants in workshops, focus groups and surveys, noted that legal complexity is a significant reason why people find it hard to challenge administrative decisions which may be unlawful and/or unfair, including decisions which might breach the sustainability principle. Participants also noted that a general reluctance of people in Wales to challenge also makes it hard for professionals to identify and progress claims that could help raise awareness of particular aspects of Welsh administrative law, and/or which could improve implementation by clarifying law and practice for the longer-term. Our analysis of caseload data from tribunals and courts suggested that, where information is available, claims per head of population from people in Wales are lower in most subject matters of public administrative law, than claims per head of population from people in England. Little use has been made of the courts and tribunals as a means to hold public bodies to account under other newer Welsh administrative law (such as the SSWB, the Rights of Children and Young Persons (Wales) Measure 2011, or the Welsh Specific Equality Duties). The general difficulties of accessing judicial review, coupled with how new at least some of this legislation is (comparatively) may be a reason why the courts are little used as a means to further implementation. For example, although the parallels are not exact, research in the [Cynon valley in the mid-2000s](#) found limited awareness of the pervasive nature of the Human Rights Act 1998 (HRA) among solicitors in the valley, and a reluctance to use it as a cause of action. Solicitors noted their concerns that lower courts would not be particularly receptive to HRA 1998 arguments, and that defence solicitors also expressed a preference for more familiar legislative provisions. This is unlikely to still be the case today. There is still a difference of course between the HRA 1998 which provides directly enforceable legal rights of redress to individuals, and Welsh administrative law, which does not. We note that such direct enforcement has been provided for in a draft UK Future Generations Bill, but that Government support for the Bill was not forthcoming specifically due to the strong enforcement regime it would create. Outside of court-based enforcement, of course, the possibility cannot be discounted that one reason for the very low rates of judicial review in Wales could be

that other softer more ‘administrative’ or ‘bureaucratic’ methods of enforcement are themselves holding the ring of ensuring that administration is fair and lawful to a significant degree. Whether more direct legal enforcement for individuals, or potential means to encourage collective (or public interest) litigation, might be a means to improve implementation is a matter that requires further research, and which remains open to debate.

13. What we did find in our research, is that the comparative reluctance of people in Wales to challenge public bodies through the courts, is not a reluctance that seems to extend to making use of other non-legal redress mechanisms in the administrative justice system including raising concerns with one of the Welsh Commissioners (including the Future Generations Commissioner) or the Public Services Ombudsman for Wales.
14. All this said, participants in our research generally took the view that WFGA lacks clarity specifically with regard to administrative justice implications, with various duties being layered through the Act itself and within subsequent guidance. The claimant’s barrister in R(B) described the legislation as ‘particularly badly drafted’ the defence team also noted that the provisions explaining how the five Ways of Working should be used when ‘doing something in accordance with the sustainable development principle’ (section 2 and section 5) lead to a scheme that is ‘hard to follow’ and there is evident disagreement and lack of clarity around legal enforceability. Lambert J in R(B) also criticised the drafting of Welsh Government Guidance. As the Future Generations Commissioner has noted, there are also anomalies in the promotion and scrutiny roles as between her office and that of the Auditor General for Wales.
15. Matters that we consider could be explored to assist with ensuring that WFGA is implemented more successfully in the future include:
 - a. Greater clarity around leadership roles, especially within Public Services Boards (PSBs), given that there is no collective accountability of the PSBs themselves
 - b. Continued work on integration and alignment of various administrative law frameworks and duties, including through consolidation and codification of Welsh administrative law
 - c. Increased resources for the office of the Future Generations Commissioner
 - d. Raise awareness and/or clarify the respective conceptions of well-being in SSWB and WFGA
 - e. Potential to further improve guidance including Welsh Government guidance
 - f. Resolve the anomaly in the promotion and scrutiny roles as between Wales Audit and the Future Generations Commissioner
 - g. That the Future Generations Commissioner continue to use ‘administrative’ enforcement powers, and for further consideration of how those powers might be added to or strengthened

Call for Evidence: Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

Response from Pembrokeshire County Council to the Senedd's Public Accounts Committee

1. Thank you for giving Pembrokeshire County Council the opportunity to contribute to the Committee's inquiry on both the Auditor General for Wales' and the Future Generations Commissioner's statutory reports.
2. Due to the pressures of COVID-19, the Council has not been able to give either of these reports the attention that we would normally do and we suspect that this will be the case for many other public organisations. Our response to your call for evidence is based on our role as a public body rather than as a member of a public services board.

Awareness and understanding of the Act and its implications.

3. There is a good degree of awareness of the Act amongst Members and Officers, particularly the seven national well-being goals and the five ways of working. The Council has undertaken training with Members on the Act and has extended training on the impact assessment process (which includes the requirements of the Act) to both officers and Members. All decision making committee reports include a section on the Act.
4. There is general awareness of other aspects of the Act, such as public service boards, but not all Members and Officers associate the PSB with the Act itself or make a distinction between the Council's role in partnership working
5. As previously mentioned, we have put on training courses on the Act including some of the more challenging aspects of it, such as thinking about the future. We are less confident that there is a widespread, understanding of the Act particularly the need to balance present and future need rather than just highlighting actions that may have a benefit for future generations.
6. Members and officers generally recognise that the Act inter-relates with other pieces of legislation, such as the Social Services and Well-being Act, the Equality Act and the Environment Act. In general, there is a more limited understanding of how fundamental the Environment Act is in protecting bio-diversity and promoting low carbon and it is possible that some Members and Officers confuse which duties are in which piece of legislation. There is also a more limited understanding of the difference between the rights based approach within the SS&WBA and the implications for it has for involvement and engagement compared with the WoFGA.

The resources available to public bodies to implement the Act and how effectively they have been deployed.

7. Whilst the Council has been able to access resources from Welsh Government (WG), the Future Generations Commissioner's Office, Public Health Wales and the Wales Audit Office, the Council has not had access financial support to implement the Act. This is in common with the introduction of many other pieces of legislation.
8. The WG's Essentials Guide remains particularly helpful and five years on this still forms the basis of our internal guidance and training for members and employees.
9. Resources from Public Health Wales have helped drive the sustainability agenda forwards and have been welcome. The Futures conference co-hosted with the Commissioner's office in March 2019 was useful and has raised the profile of this work – in the Council's view, you can only balance current and future need if you have a better understanding of how the future may differ. We have been involved in testing the Sustainable Improvement for Teams (SIFT) tool which PHW is currently developing and this looks like it is practical and has lots of potential.
10. The Wales Audit Office WFG examinations were integrated into their other improvement work and offered constructive challenge. The programme of work took into account the time needed to implement the Act. Recommendations were developed alongside the Council. Whilst there was opportunity for dialogue, it also felt like a robust process.

Support provided to public bodies by the Future Generations Commissioner.

11. The support from the Future Generations Commissioner has been welcomed, though some initiatives, especially the self-reflection tool felt process-heavy.
12. The support materials from the Commissioner are well-produced (eg the Journey Checkers) though they can be lengthy and whilst thorough, would be more effective if they were more concise. The 800 page Future Generation Report 2020 report is another example of a report which has a lot of useful information but is difficult to navigate.

The leadership role of the Welsh Government.

13. We consider that Welsh Government has led the implementation of the Act effectively and that the Act is prominent in Welsh Government's work.
14. The WoFGA is one of a number of over-arching pieces of legislation introduced by Welsh Government that impact right across our services and how we engage and involve our stakeholders. There is a case for re-examining how this complexity is impacting on decision making processes and whether legislation could be simplified.

Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

15. The impact of COVID is difficult to overstate. In most cases, this impact will be negative, though be accelerating some trends, it is possible that COVID will have some positive impacts in a limited number of scenarios. We consider that there is, depending on the type of trade deal secured, also potential for Brexit to cause social and economic harm. We do not underestimate either of these factors and the need to focus on addressing their short-term impact.
16. In the short term both Brexit and COVID will complicate the implementation of the Act by reducing resources in real terms and by diverting resources and priorities away from our well-being objectives. We consider that it is likely that inequality and poverty are likely to increase in the short term. The Council is a major employer and like all other employers, we are concerned about the impact that reduced social contact may be having on our workforce's well-being.
17. However, if a long-term and broad view is taken, we consider that they all focus attention on the need to think long-term; the risk of a pandemic was identified as a near certainty in futures planning (eg Global Strategic Trends). Futures thinking also highlights the possibility of countries working within a more multi-lateral and co-operative framework, or the opposite and Brexit can be seen in these terms. There are clear trends in well-being and mental health. They are all examples of change and successful implementation of the WoFGA will be a successful response to change.
18. COVID will change how people live, and how they work and where. The inevitable impact of this is that some of what we thought of as good practice examples will cease to be as relevant. New technologies will enable alternative best practice examples to develop. We consider that this reinforces the need to focus on the Act's primary duty of sustainable development – it is all too easy to get lost in the detail of good practice and forget that these are examples of how to achieve an outcome.

How to ensure that the Act is implemented successfully in the future.

19. In our view, the key for successful implementation of the Act is returning to the sustainable development principle; development that meets the needs of the present without compromising the ability of future generations to meet their own needs. It is becoming clear that moving to a low carbon economy is essential in order that future generation's needs are not further compromised as well as to reduce pressure on bio-diversity and eco-systems. We consider that this offers an opportunity to simplify implementation of the Act and provide a sharper focus. There is a case for re-visiting the seven national goals to ensure that achieving a low carbon economy has the emphasis it needs.
20. The Act pre-dates Corporate Joint Committees and whilst some local authorities have used flexibilities within the Act to have joint PSBs, the local authority geography underpinning the Act is 22 Councils. We consider that opportunities within the Corporate Joint Committees framework to collaborate will be valuable

and that they will have an increased importance in economic development and shaping a low carbon economy. We consider the Act will need to evolve to take account of CJs including whether CJs should be identified as public bodies in their own right.



Fay Bowen
Clerk, Public Accounts Committee
Welsh Parliament
Cardiff Bay
Cardiff
CF99 1SN

27th November 2020

Sent via email

Dear Ms Bowen,

Barriers to the successful implementation of the Well-being of Future Generations (Wales) Act 2015: Consultation response

I am writing on behalf of ShareAction; we are a registered charity established to promote transparency and responsible investment practices by institutional investors throughout our capital markets. We are a member organisation and count amongst our members well-known NGOs and charitable foundations, as well as over 26,000 individual supporters. ShareAction advocates regulatory reform of the investment system, so that it better facilitates responsible investment and mitigates the financial risk posed by environmental, social and governance (ESG) factors. In doing so we seek to empower asset owners, in particular pension schemes, so their money is helping build a better world to retire into.

With reference to the consultation document, our response focuses in particular on awareness of the Act and its implications, and how to ensure the Act is implemented successfully in future.

1. The Future Generations Commissioner's report recommends that all public bodies covered by the Act should be 'ensuring that all decisions, including pension fund investments, are compatible with the climate emergency'.¹ We welcome the recognition that public bodies must consider how their financial assets, including pension funds, are safeguarding the well-being of future generations. We would also emphasise the fact that the climate emergency poses a financial risk as well as an environmental one. Public bodies should ensure their assets are being utilised to help tackle climate change to prevent diminishing returns in the long-term.
2. The report states that 'all public bodies need to take action to divest their pension funds from fossil fuels'.² We would encourage a more nuanced approach to this. If the overall aim is for public bodies to make decisions compatible with the climate emergency, then divestment is just one of a number of tools they can use to achieve this. For example, pension schemes can engage with investee companies about decarbonisation, or pension schemes could diversify their portfolios to invest in green energy as well. We would ultimately encourage consultation with pension scheme members to determine what a preferable course of action may be, and this of course may be to divest from fossil fuel companies. However we would emphasise that in the first instance, divestment may not the

¹ Future Generations Commissioner for Wales, [The Future Generations Report 2020](#), p. 608.

² Ibid, p. 603.

most constructive tool for pension schemes to use in tackling the climate emergency. ShareAction has worked with a number of public sector pension schemes to use their assets for accelerate decarbonisation efforts in investee companies; we would be happy to engage further with the Committee on this.

3. Public bodies should limit their consideration of how to use their financial assets to the climate emergency alone. ESG-related risk covers a range of issues that affect the well-being of future generations, including the promotion of 'Good Work' (i.e. well-paid, secure jobs), childhood obesity, and diversity on company boards. As well as the negative impact on financial returns these issues can have long-term, they also have tangible 'real world' impacts on future generations. Ensuring better employment, healthier lifestyles and equality of opportunity are central to their well-being.
4. The Act identifies seven 'Well-being Goals' for public bodies to achieve: A Prosperous Wales; A Resilient Wales; A More Equal Wales; A Healthier Wales; A Wales of Cohesive Communities; A Wales of Vibrant Culture & Thriving Welsh Language; and A Globally Responsible Wales. In respect of all of these goals, public bodies can utilise their financial assets to achieve them.
5. To take one example, ShareAction's Healthy Markets campaign promotes action on childhood obesity in publicly traded companies. A tenet of this is to encourage pension schemes and other asset owners to engage with investee companies on obesity and healthy eating concerns. In England, rising obesity rates have led to local authorities increasing spend in this area, with councils reporting a 50% increase on childhood obesity spend between 2013/14 and 2016/17.³ Ironically many of their pension schemes are contributing to the problem; Essex County Council faced strong media criticism in 2014 following revelations that it had invested £40 million in junk food and tobacco companies.⁴ The Healthy Markets campaign seeks to use pension scheme assets to encourage promotion of healthier lifestyles by investee companies. As detailed in the Future Generations Commissioner's report, more action needs to be taken to encourage healthier lifestyles in Wales. In doing so, public bodies should not neglect the power of their pension scheme assets to help achieve this.

Yours sincerely,


UK Policy Officer, ShareAction

³ ShareAction, [Hitting the Sweet Spot: The Investment Case for Solutions to Childhood Obesity](#) (May 2019), p. 12.

⁴ Ibid.

On behalf of the Colin Everett, Chief Executive, Flintshire County Council, please find responses below to the six questions regarding the implementation of the Well-Being of Future Generations Act, ahead of the PAC panels taking place in January 2021:

1. Awareness and understanding of the Act and its implications.

There has been a steady and growing awareness of the Act and its implications although there was a feeling that we had been implementing an approach similar to the 5 Ways of Working, since the start of austerity. We developed and implemented Efficiency Plans to protect and where possible improve services for our future generations. We have numerous examples of where we have protected (and enhanced) services such as libraries, leisure centres, social service provision etc by reviewing our models of delivery through innovative and strategic long term planning.

Both Council members and our workforce have been increasingly aware of the Act and its implications – there have been awareness raising workshops and the increasing inclusion of the elements of the Act in how we work, present committee reports and identify case studies.

2. The resources available to public bodies to implement the Act and how effectively they have been deployed.

No additional resources have been provided to implement the Act. The additional requirements have been subsumed within our existing structures and budgets, but at times feel burdensome for the outcome to be gained. The Act encourages public bodies to behave in an “ideal world” – with multi year sustainable budget settlements, capacity for research and application, lack of bureaucracy and perfect partnership arrangements. This is not reality and it takes effort to either develop and/or campaign/lobby for these ideals.

3. Support provided to public bodies by the Future Generations Commissioner.

Support provided by the Future Generation's Commissioner's Office is sporadic, instructional and does not always benefit from direct experience of the realities of service delivery. Lack of collaboration with those who need to implement the Act needs improving ie: consideration of our statutory timescales; provision of a forward work programme (worked through collaboratively) and; sharing of best practice in a constructive and timely manner.

4. The leadership role of the Welsh Government.

Welsh Government appeared to be 'lagging behind' the other public bodies in relation to implementation of the Act; still working in silos, lack of cross-policy development, lack of clear ambition and objectives in which to be explicit about the 5 ways of working, too much focus on the 7 goals of well-being. An example is the carbon neutral target for 2030 which provides a strong and clear ambition but is not explicit about the 5 ways of working to achieve it.

5. Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

The pandemic has created opportunities as well as risks. The strong partnership that we have in North Wales across our public and third sector bodies (and increasingly our public sector partners) has strengthened further as a result of the pandemic and the trust that we have in each other. This provides increased opportunities for future working across our sectors in implementing the Act, both as bodies in our own right, but increasingly by working together to consider and create collaborative solutions. An example of this is the North Wales Economic Ambition Board and the joint Flintshire and Wrexham PSB which has collaborated specifically for Community Recovery/Resilience.

Barriers to implementation however are harboured by a lack of consideration of the statutory requirements that public bodies already have and the sudden and untimely requests for information and 'toolkit responses' when the organisations are already heavily involved in budget planning or

strategy setting. Additional barriers include the Welsh Government annual financial settlements which do not provide certainty for longer term planning plus last minute grant offers which are onerous in evidencing.

In addition, new responsibilities such as those contained within the Local Government and Elections Bill appear to be silent on the requirements of the Act. One of the responsibilities within this Bill is the requirement for greater and more evidenced consultation. Obviously Covid will require us to develop new and innovative approaches

In terms of Brexit, Wales as a whole has limited understanding on what this means for our communities and in particular our economy.

The Act only applies to the public sector bodies; a consideration of its applicability to third and private sector organisations would assist our partnership and collaborative working.

6. How to ensure that the Act is implemented successfully in the future.

Support to the public bodies needs to develop with clear, collaboratively designed expectations. There is a need to lessen the requirements for 'evidencing' the 5 ways of working and 7 goals which are over and above our statutory obligations. Our narratives – through protected and improved services will do this.

The Commissioners (e.g. Children, Welsh Language etc) need to work together to establish a clear strategy and pathway which we can build into our longer term plans.

Given the strong collaboration and relationships across the North Wales public sector, a strengthening of relationships between us and the Future Generations Office if they were to allocate a regional 'link' officer. This could assist with understanding our statutory requirements and their timing, the work that is being undertaken regionally to develop and strengthen services and develop a collaborative forward work programme which is both supportive and directional.

Good practice needs to be shared in an easily digestible and accessible format – there have been too many versions of long, academically, idealistically-led reports, which are dense and unfathomable. Clear direction of expectation is needed.



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Senedd Cymru | Welsh Parliament

Y Pwyllgor Cyfrifon Cyhoeddus | Public Accounts Committee

Rhwystrau i weithredu Deddf Llesiant Cenedlaethau'r Dyfodol (Cymru) 2015 yn llwyddiannus | Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

FGA51 Trafnidiaeth Cymru

Nick Ramsay AS

Cadeirydd

Y Pwyllgor Cyfrifon Cyhoeddus

Y Senedd

Caerdydd

CF99 1SN

27 Tachwedd 2020

Annwyl Mr Ramsay,

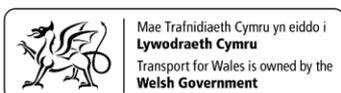
Diolch yn fawr am ein gwahodd i ddarparu tystiolaeth ysgrifenedig i'r Pwyllgor Cyfrifon Cyhoeddus am y rhwystrau rhag llwyddo i weithredu Deddf Llesiant Cenedlaethau'r Dyfodol (Cymru) 2015.

Mae Trafnidiaeth Cymru (TrC) dan berchnogaeth lwyr Llywodraeth Cymru, ac mae'n cyflawni dyletswyddau ar ran Gweinidogion Cymru. Rydym wedi croesawu Deddf Llesiant Cenedlaethau'r Dyfodol yn llwyr, ac rydym wedi ymrwymo i'w rhoi ar waith. Buom yn gweithio'n agos gyda Chomisiwn Cenedlaethau'r Dyfodol a'r tîm i gynnwys Deddf Llesiant Cenedlaethau'r Dyfodol yng Nghytundeb Grant y Gwasanaethau Rheilffyrdd, ac rydym wedi gweithio i wreiddio'r Ddeddf yn Trafnidiaeth Cymru ac yng Ngwasanaethau Rheilffyrdd Trafnidiaeth Cymru (Keolis Amey).

Mae gennym dimau datblygu cynaliadwy yn y ddau sefydliad, sy'n cydweithio'n agos i gyflawni ein huchelgeisiau o ran Deddf Llesiant Cenedlaethau'r Dyfodol. Ar y lefel gynghori, mae gennym dîm profiadol sy'n rhoi arweiniad, cyngor a gwybodaeth o fewn y sefydliad ac i'r tîm yn y Gwasanaethau Rheilffyrdd Trafnidiaeth Cymru, ac sydd hefyd yn cyflawni prosiectau ac yn adrodd ar ein dyletswyddau cyfreithiol yng nghyswllt Deddf Llesiant Cenedlaethau'r Dyfodol a Deddf yr Amgylchedd.

Mae'r tîm yng Ngwasanaethau Rheilffyrdd Trafnidiaeth Cymru yn cymryd camau ymarferol i wella gweithrediad y rheilffyrdd drwy wella gorsafoedd, lleihau faint o ynni sy'n cael ei ddefnyddio, a gwella'r llwybrau teithio llesol.

Fel sefydliad sydd heb gael ei restru yn Neddf Llesiant Cenedlaethau'r Dyfodol, mae ein safbwyntiau ni'n gyfyngedig ynghylch yr adnoddau a'r cymorth a roddir i gyrff cyhoeddus. Nid ydym yn cael y gefnogaeth a roddir i gyrff cyhoeddus gan Gomisiynydd Cenedlaethau'r Dyfodol, ac nid oes gennym fynediad at yr holl adnoddau sydd gan gyrff cyhoeddus i weithredu Deddf Llesiant Cenedlaethau'r Dyfodol. Ond byddem yn croesawu'r cyfle i fod yn rhan o hynny.



Mae Trafnidiaeth Cymru yn eiddo i
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Rydym ni'n un o blith nifer o sefydliadau yng Nghymru sydd heb gael eu rhestru yn Neddf Llesiant Cenedlaethau'r Dyfodol, ond sydd wedi dewis mabwysiadu Deddf Llesiant Cenedlaethau'r Dyfodol fel ffordd o wreiddio datblygu cynaliadwy. Mae Dŵr Cymru yn enghraifft arall, ac rydym wedi bod yn cydweithio â nhw am eu dull gweithredu ar ôl iddynt ysgrifennu atom, yn garedig iawn, i ganmol ein Cynllun Datblygu Cynaliadwy ym mis Rhagfyr 2019.

Mae cynrychiolydd o Swyddfa Comisiynydd Cenedlaethau'r Dyfodol yn eistedd ar Banel Cynghori Trafnidiaeth Cymru. Mae'r Panel Cynghori yn cynnwys cynrychiolwyr ar ran cwsmeriaid, y llywodraeth, y diwydiant a phobl â nodweddion gwarchoddedig. Nod y Panel Cynghori yw rhoi adborth, craffu a rhoi cyngor i Trafnidiaeth Cymru ar amrywiaeth eang o bynciau a materion, gan sicrhau ein bod yn gwranddo, yn cydweithio ac yn derbyn arweiniad yn uniongyrchol gan y Comisiynwyr, grwpiau defnyddwyr a chymunedau ar draws rhwydwaith Cymru a'r Gororau. Mae dan gadeiryddiaeth annibynnol, ond mae'n cael cefnogaeth Trafnidiaeth Cymru. Mae'r Panel Cynghori yn arwain y ffordd gyffredinol yr ydym yn cyfranogi, ac mae'n cefnogi ein strwythur ymgysylltu yn ehangach, gan gynnwys ein byrddau rhanddeiliaid rhanbarthol a grwpiau cynghori eraill.

Rydym hefyd wedi sefydlu Grŵp Cynghori ar Ddatblygu Cynaliadwy, sy'n cynnwys aelodau sy'n cynrychioli naill ai un o nodau Deddf Llesiant Cenedlaethau'r Dyfodol neu un o'r pum Dull o Weithio. Bydd y Grŵp yn ein helpu drwy roi cyngor ar bob un o'r pynciau hyn, a chryfhau ein gwybodaeth. Dylai hefyd ein helpu drwy gwestiynu ein penderfyniadau a herio ein dehongliadau o'r Nodau a'r Dulliau o Weithio. Cynhelir ein cyfarfod cyntaf ym mis Rhagfyr.

1. Ymwybyddiaeth a dealltwriaeth o'r Ddeddf a'i goblygiadau.

Mae gennym dim profiadol, sy'n ein helpu ni i wreiddio Deddf Llesiant Cenedlaethau'r Dyfodol. Rydym wedi datblygu [Cynllun Datblygu Cynaliadwy](#) cyffredinol, sy'n cynnwys manylion am ein cynlluniau cyflawni ar gyfer holl nodau Deddf Llesiant Cenedlaethau'r Dyfodol a'r dogfennau ategol, fel ein Cynllun Carbon Isel.

Mae aelodau tîm Trafnidiaeth Cymru yn cael eu cyflwyno i Ddeddf Llesiant Cenedlaethau'r Dyfodol yn ystod proses gynefino'r sefydliad, ac maent yn cael hyfforddiant rheolaidd ar y Ddeddf a'r themâu cysylltiedig.

Rydym yn cyhoeddi [diweddariad blynyddol](#), ac yn paratoi [astudiaethau achos](#) ar brosiectau a darnau o waith rydym wedi'u gwneud i gyflawni'r nodau a'r dulliau o weithio. Rydym wedi cyflwyno hyrwyddwyr datblygu cynaliadwy ym mhob Cyfarwyddiaeth, ac maen nhw'n cael hyfforddiant rheolaidd ar themâu sy'n ymwneud â Deddf Llesiant Cenedlaethau'r Dyfodol.

Rydym hefyd wedi cynnwys gwybodaeth am Ddeddf Llesiant Cenedlaethau'r Dyfodol, a'r modd rydym yn cyflawni mewn perthynas â hi, yn [Adroddiad Blynyddol ein Cwmni](#)

Fe wnaethom ni ofyn yn ddiweddar i'n hyrwyddwyr gynnal arolygon o'r penderfyniadau allweddol drwy ddefnyddio ein hadnodd sgrinio polisi, sy'n adolygu'r modd mae'r ffordd o wneud penderfyniadau wedi ystyried Deddf Llesiant Cenedlaethau'r Dyfodol ynghyd â deddfwriaeth allweddol arall, megis y Ddeddf Diogelu Data, y Ddeddf Cydraddoldeb a'r Ddyletswydd Economaidd-Gymdeithasol. Mae'r adnodd sgrinio hwn yn cael ei ddefnyddio hefyd i asesu ein polisiâu sefydliadol cyn iddynt gael eu rhoi ar waith.

Pan fydd aelodau newydd o'r tîm yn ymuno â Thrafnidiaeth Cymru, mae eu hymwybyddiaeth o Ddeddf Llesiant Cenedlaethau'r Dyfodol yn eithaf isel ar y cyfan, a'r bobl hynny sydd wedi cael eu cyflogi yn y sector preifat neu'r tu allan i Gymru sydd â'r lleiaf o wybodaeth. Efallai eu bod wedi clywed am Ddeddf Llesiant Cenedlaethau'r Dyfodol, ond nid ydynt yn deall sut mae gweithredu Deddf Llesiant Cenedlaethau'r Dyfodol yn eu swydd. Mae'r Tîm Datblygu Cynaliadwy yn Nhrafnidiaeth Cymru yn treulio amser gyda thimau yn egluro sut gellir gweithredu Deddf Llesiant Cenedlaethau'r Dyfodol.

Cafwyd llwyddiant ym meysydd Caffael, Cyfathrebu, Adnoddau Dynol a Seilwaith. Mae'r Uwch Dîm Arwain yn ymwybodol iawn o Ddeddf Llesiant Cenedlaethau'r Dyfodol, ac maent yn hyrwyddwyr ar gyfer y Ddeddf.

Enghraifft: Rydym wedi cael yr allweddi i'n swyddfa newydd ym Mhontypridd yn ddiweddar. Mae'r adeilad wedi cael sgôr Rhagorol ar gyfer BREEAM, ac mae ganddo arae fawr ar gyfer paneli solar a system casglu dŵr, yn ogystal â llawer o le i storio beiciau a phwyntiau gwefru cerbydau trydan. Drwy ddeall canfyddiad y cyhoedd o'r symudiad hwn i swyddfa newydd gan ddefnyddio arian cyhoeddus, a dysgu gan eraill megis Iechyd Cyhoeddus Cymru a Chyngor Abertawe, fe wnaethom ni gaffael dodrefn ein swyddfeydd yn gynhaliady, gyda chymorth gan WRAP Cymru. O ganlyniad i'r prosiect caffael cynaliadwy, fe wnaethom ni greu Tîm traws-gyfarwyddiaethau mewnol, sy'n cynnwys cydweithwyr yn yr adrannau Caffael, Datblygu Cynaliadwy, Masnachol, Cyfathrebu a Gwasanaethau Corfforaethol, a buom yn gweithio gyda'n partneriaid, sef Rype Office a Sefydliad y Deillion Merthyr Tudful i sicrhau'r canlynol:

- Mae 32% o'r dodrefn yn y swyddfa yn ddodrefn ail-law gan TrC
- Mae 44% o'r dodrefn yn ddodrefn ail-law gan sefydliadau eraill
- Mae 3% o'r dodrefn wedi cael eu gwneud â llaw ym Mhentre gan weithwyr Sefydliad y Deillion Merthyr Tudful, ac mae'r holl staff wedi cael y Cyflog Byw Gwirioneddol
- Mae 21% o'r dodrefn yn rhai newydd, ac mae 14% o'r dodrefn hynny wedi dod o ffynonellau lleol
- Mae'r prosiect hwn wedi arbed 84,000 kg o garbon a 31,000 kg o ddodrefn. Rydym hefyd wedi arbed 2,500kg o garbon drwy ddefnyddio paent wedi'i ailgylchu i beintio'r tu mewn i'r swyddfa.

Mae rhai o'n rhanddeiliaid allweddol a'n partneriaid cyflawni wedi dangos i ni nad oes ganddynt lawer o ymwybyddiaeth na dealltwriaeth o Ddeddf Llesiant Cenedlaethau'r Dyfodol. Mae hyn yn achosi pryder i ni, gan ei fod yn achosi gwrthdaro wrth i ni weithio gyda'n partneriaid a'n cadwyn gyflenwi. Y rheswm am y diffyg ymwybyddiaeth yw mai dyletswydd ar gyrff cyhoeddus yn unig yw Deddf Llesiant Cenedlaethau'r Dyfodol, ac oni bai fod gan sefydliadau gontractau â chyrff cyhoeddus, mae'n bosibl na fyddent wedi cael cysylltiad â'r ddeddf.

Rydym wedi gweithio'n agos gyda Busnes Cymru i gynnig cymorth i'n cadwyn gyflenwi er mwyn codi ymwybyddiaeth o'n gofynion o dan y Ddeddf. Rydym hefyd wedi cynnal Diwrnodau Cyflenwyr, wedi mynychu digwyddiadau fel Procurex ac wedi cynnal gweminarau gyda'n cadwyn gyflenwi i godi ymwybyddiaeth o Ddeddf Llesiant Cenedlaethau'r Dyfodol a'r dyletswydd sydd arnom. Rydym hefyd wedi rhoi cyflwyniad i sefydliadau fel y Gymdeithas Prosiectau Mawr a'r Awdurdod Datgomisiynu Niwclear yn ynghylch y ffordd rydym ni'n mynd ati i wreiddio datblygu cynaliadwy, yn unol â Deddf Llesiant Cenedlaethau'r Dyfodol.

Enghraifft: Rydym wedi bod yn gweithio'n ddiweddar ar ddatblygu dull mwy hyblyg o weithio, oherwydd y pandemig. Rydym wedi cael cyflwyniadau gan Swyddfa Comisiynydd Cenedlaethau'r Dyfodol a Chymdeithas Tai Unedig Cymru. Newid Syml #25 yw cael polisi gweithio'n hyblyg, ond does dim astudiaeth achos ar ei weithredu a dim rhestr o sefydliadau eraill sydd wrthi'n gweithredu'r Newid Syml. Byddai'r wybodaeth hon wedi bod yn gymorth i ni gyflawni'r Newid Syml, yn hytrach na chael sawl sefydliad yn chwilio am gymorth o'r fath.

O ran ei gweithredu, gwelsom fod rhai sefydliadau sy'n gwybod am Ddeddf Llesiant Cenedlaethau'r Dyfodol yn ansicr sut i'w chyflawni yn ymarferol. Gallai hyn fod yn gysylltiedig â'r ffaith mai dyletswydd ar y sector cyhoeddus yw Deddf Llesiant Cenedlaethau'r Dyfodol, felly nid yw'r offer a'r adnoddau sydd ar gael i'r cyrff cyhoeddus yn hysbys y tu allan i'r sector cyhoeddus, er eu bod ar gael ar wefan y Comisiynydd. Rydym wedi defnyddio'r canllaw 'Y Gallu i Greu' i ddatblygu ein fersiwn ein hunain o'r 'Newidiadau Syml' i aelodau'r tîm.

Nid oes mecanwaith adrodd clir ar gyfer y canllaw 'Newidiadau Syml', ac nid oes rhestr o'r sefydliadau sydd wedi'u mabwysiadu. Mae rhai astudiaethau achos ar gael ar yr adran 'Newidiadau Syml' ar y wefan, ond bydd mwy o enghreifftiau a rhestr o sefydliadau sy'n mabwysiadu'r 'Newidiadau Syml' yn creu mwy o gyfle i gydweithio.

O ganlyniad i ohebu'n ddiweddar â Chyfoeth Naturiol Cymru yng Ngogledd Cymru, rydym wedi cael ein gwahodd i ymuno â'r cyfarfod cyntaf ar y cyd o Grwp Amgylcheddol Byrddau Gwasanaethau Cyhoeddus Sir y Fflint a Wrecsam. Byddem yn croesawu'r cyfle i helpu i gyflawni Cynlluniau Llesiant Lleol.

2. Yr adnoddau sydd ar gael i gyrff cyhoeddus i weithredu'r Ddeddf, a pha mor effeithiol maent wedi cael eu defnyddio.

Rydym yn ymwybodol o rai o'r adnoddau sydd wedi cael eu darparu i gyrff cyhoeddus sydd wedi'u rhestru yn Neddf Llesiant Cenedlaethau'r Dyfodol, ac rydym wedi cyfeirio at yr adnoddau 'Newid Syml' uchod. Rydym yn ymwybodol o'r rhaglenni 'Y Gallu i Greu' a'r 'Diogelwyr Taith'. Cafwyd llawer o ohebiaeth gan Swyddfa Comisiynydd Cenedlaethau'r Dyfodol pan gafodd y rhaglen 'Y Gallu i Greu' ei rhyddhau, felly rydym yn ymwybodol o'r adnodd. Rydym hefyd wedi defnyddio Llwyfan y Bobl, ac yn dilyn cyflwyniad gan Gomisiynydd Cenedlaethau'r Dyfodol ar yr arolwg "SenseMaker", rydym wedi'i ddefnyddio i gasglu, ymgysylltu a llywio gwybodaeth ar gyfer cynllunio trafndiaeth.

3. Y gefnogaeth a roddir i gyrff cyhoeddus gan Gomisiynydd Cenedlaethau'r Dyfodol.

Rydym yn cydnabod Deddf Llesiant Cenedlaethau'r Dyfodol, a byddem yn croesawu'r cyfle i gael ein rhestru'n uniongyrchol fel corff cyhoeddus dan y Ddeddf. Rydym yn ymwybodol o ddirgwyddiadau sy'n cael eu cynnal yn gyhoeddus, a rhai o'r adnoddau sydd ar gael i gyrff cyhoeddus fel y nodir uchod. Mae aelod o Swyddfa Cenedlaethau'r Dyfodol yn eistedd ar Banel Cynghori TrC, ac mae'r Comisiynydd wedi darparu cyngor i'n Bwrdd ac i'n Prif Weithredwr. Rydym wedi bod mewn sesiwn eleni ar y dull gweithredu 'Tri Gorwel' a hyrwyddir gan y Swyddfa. Roedd y sesiwn yn ddefnyddiol a chafwyd cyfleoedd da ar y diwrnod i rwydweithio ag amrywiaeth o sefydliadau traws-sector.

4. Rôl arweinyddol Llywodraeth Cymru.

Rydym eisoes yn cydnabod, yn cefnogi ac yn gweithredu'r argymhellion sydd yn Neddf Llesiant Cenedlaethau'r Dyfodol, a byddem yn croesawu'r cyfle i weithio rhagor â Llywodraeth Cymru a swyddfa Comisiynydd Cenedlaethau'r Dyfodol i weithredu rhagor ar eu hargymhellion yn ein gwaith.

5. Unrhyw rwystrau eraill rhag gweithredu'r Ddeddf yn llwyddiannus (e.e. Brexit, COVID, ac ati).

Mae niwed economaidd yn un o'r rhwystrau a allai ddatblygu ar ôl Covid-19. Er y gallai dirywiad economaidd difrifol dynnu oddi ar yr argyfwng hinsawdd ac oddi ar y gwaith o weithredu'r Ddeddf, gwelsom effaith gadarnhaol ar yr amgylchedd yn ystod yr argyfwng economaidd yn 2008. Dyma'r unig flwyddyn pryd nad oedd 'Earth Overshoot Day' yn gynt na'r blynyddoedd blaenorol, ac mae 2020 wedi gweld canlyniadau llawer gwell.

Mae Llywodraeth Cymru wedi gofyn i Syr David Henshaw arwain y prosiect adferiad gwyrdd, ac rydym yn cyfathrebu â'r tîm i drafod rhai o'r awgrymiadau ar gyfer adferiad gwyrdd.

Dylai'r arferiad ar ôl Covid-19 fod yn gyfle i greu dyfodol gwell, - i gychwyn o'r newydd. Mae TrC yn parhau i ddatblygu ei weledigaeth i gael trafndiaeth gyhoeddus well yng Nghymru, ac mae'n cydnabod hefyd, yng ngoleuni covid-19, fod cyfle i greu ac ymgysylltu

llawer mwy er mwyn darparu rhwydwaith trafndiaeth gyhoeddus y gall Cymru fod yn falch ohono.

6. Sut mae sicrhau bod y Ddeddf yn cael ei gweithredu'n llwyddiannus yn y dyfodol.

Ar hyn o bryd, mae arweiniad cyfyngedig i sefydliadau sydd heb ddyletswydd i weithredu Deddf Llesiant Cenedlaethau'r Dyfodol. Mae cyfleoedd i wneud newidiadau cyllidebol i'w galluogi i ddiwygio eu ffyrdd o weithio. Mae'r Rheolau Caffael Cyhoeddus yn enghraifft o hyn, lle mae rhywfaint o wrthdaro rhwng yr hyn y mae'r gyfraith yn ei ddatgan a'r hyn y mae Deddf Llesiant Cenedlaethau'r Dyfodol yn ceisio'i gyflawni.

Mae angen mwy o gydweithio rhwng cyrff cyhoeddus sy'n gweithredu Deddf Llesiant Cenedlaethau'r Dyfodol. Rydym wedi sefydlu ein Panel Cynghori ar Ddatblygu Cynaliadwy i gefnogi ein saernïaeth ymgynghorol, ac i sicrhau ein bod yn mynd ati'n effeithiol i wreiddio Dulliau o Weithio a Nodau Llesiant Cenedlaethau'r Dyfodol yn ein gwaith, ac i rannu hynny â'n rhanddeiliaid.

Bydd y grŵp yn gyfle i ni ddangos, cyflwyno a rhannu'r gwaith datblygu cynaliadwy rydym yn ei wneud, ac i gynnig adborth, sicrwydd ac arweiniad ar ein gweithgareddau fel rhan o'n Cynllun Datblygu Cynaliadwy. Mae aelodau'r Panel yn cynnwys Iechyd Cyhoeddus Cymru a Chanolfan Materion Rhyngwladol Cymru.

Drwy fod yn atebol i sefydliadau sy'n arbenigo mewn pwnc, bydd hynny'n ein helpu ni i sicrhau ein bod yn gweithredu Deddf Llesiant Cenedlaethau'r Dyfodol yn llwyddiannus.

Mae angen i bawb fod yn trafod Deddf Llesiant Cenedlaethau'r Dyfodol, ac mae angen i'r bobl sy'n rhoi'r Ddeddf ar waith wneud ymdrech fawr i godi ymwybyddiaeth ohoni.

Nid mater i gyrff cyhoeddus yn unig yw cyflawni Deddf Llesiant Cenedlaethau'r Dyfodol. Mae hyrwyddwyr Deddf Llesiant Cenedlaethau'r Dyfodol i'w cael ymhob sector, ac mae angen iddynt fod yn gallu rhannu eu profiadau o gyflawni'r Ddeddf a chynnig cyfleoedd i ehangu'r cydweithio a chynnig gwasanaethau gyda'i gilydd. I wneud hyn, credwn y gallai fod yn fuddiol i gael cyfnewidfa neu rwydwaith ar gyfer sefydliadau sydd heb fod wedi'u rhestru yn Neddf Llesiant Cenedlaethau'r Dyfodol.

Yn gywir



James Price
Prif Weithredwr, Trafnidiaeth Cymru



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Senedd Cymru | Welsh Parliament

Y Pwyllgor Cyfrifon Cyhoeddus | Public Accounts Committee

Rhwystrau i weithredu Deddf Llesiant Cenedlaethau'r Dyfodol (Cymru) 2015 yn llwyddiannus | Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

FGA51 Transport for Wales

Nick Ramsay MS
Chair
Public Accounts Committee
Senedd
Cardiff
CF99 1SN

27 November 2020

Dear Mr Ramsay,

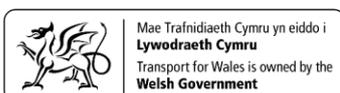
Thank you for inviting us to provide written evidence to the PAC Committee on the barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015.

Transport for Wales is wholly owned by the Welsh Government and delivers duties on behalf of Welsh Ministers. We have fully embraced the Well-being of Future Generations Act and are committed to its delivery. We worked closely with the Future Generations Commissioner and team to build the Well-being of Future Generations Act into the Rail Services Grant Agreement and we have worked to embed the Act into both Transport for Wales and Transport for Wales Rail Services (Keolis Amey).

We have sustainable development teams in both organisations working closely together to deliver our ambitions around the Well-being of Future Generations Act. At the advisory level, we have an experienced team who are delivering guidance, advice and knowledge within the organisation and to the team in Transport for Wales Rail Services as well as undertaking delivery of projects and reporting on our legal duties in respect of both the Well-being of Future Generations Act and the Environment Act.

The team in Transport for Wales Rail Services are delivering practical actions to improve the operation of the railway through station improvements, energy reduction and improving active travel.

As an organisation that is not listed in the Well-being of Future Generations Act our view on the resources and support provided to public bodies is limited. We do not receive the support provided to public bodies by the Future Generations Commissioner and we do not have access to all the resources that public bodies have to implement the Well-being of Future Generations Act. But we would welcome the opportunity to be involved.



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We are one of several Welsh organisations that, whilst not listed in the Well-being of Future Generations Act, has chosen to adopt the Well-being of Future Generations Act as a way to embed sustainable development. Dŵr Cymru is another example and we have been collaborating with them on their approach after they kindly wrote to us to compliment our Sustainable Development Plan in December 2019.

A representative of the Office of the Future Generations Commissioner sits on the Transport for Wales Advisory Panel. The Advisory Panel includes representatives of customers, government, industry, and persons of protected characteristics. The Advisory Panel aims to provide feedback, scrutiny and advice to Transport for Wales on a wide range of topics and issues, ensuring that we are listening, liaising and receiving steer directly from Commissioners, user groups and communities across our Wales and Borders network. It is independently chaired but supported by Transport for Wales. The Advisory Panel guides our overall approach to involvement and supports our broader engagement structure, including our regional stakeholder boards and other advice groups.

We have also established a Sustainable Development Advisory Group made up of members who represent either a goal of the Well-being of Future Generations Act or one of the five Ways of Working. The Group will support us by providing advice on against each of these topics and strengthening our knowledge. They should also support us by questioning our decisions and challenging our interpretations of the Goals and Ways of Working. Our inaugural meeting is to be held in December.

1. Awareness and understanding of the Act and its implications.

We have an experienced team who are supporting us to embed the Well-being of Future Generations Act. We have developed an overarching [Sustainable Development Plan](#) that details our delivery plans against each goal of the Well-being of Future Generations Act and supporting documents such as our Low Carbon Plan.

Transport for Wales team members are introduced to the Well-being of Future Generations Act on induction into the organisation and receive regular training on the Act and associated themes.

We publish an [annual update](#) and prepare [case studies](#) on projects and pieces of work that we have undertaken that deliver the goals and the ways of working. We have embedded sustainable development champions into each Directorate, they receive regular training on themes relating to the Well-being of Future Generations Act.

We have also included information on the Well-being of Future Generations Act and our delivery against it in our [Company Annual Report](#)

We have recently asked our champions to undertake audits of key decisions using our policy screening tool which reviews how our decision-making considered the Well-being of Future Generations Act along with other key legislation such as the Data Protection Act,

The Equalities Act and the Socio-economic Duty. This screening tool is also used to assess our organisational policies before they are implemented.

When new team members join Transport for Wales their awareness of the Well-being of Future Generations Act is generally quite low, and those who have been employed in the private sector or outside of Wales have the least knowledge, they may have heard of the Well-being of Future Generations Act but have no understanding of how to implement the Well-being of Future Generations Act in their role. The Sustainable Development Team, at Transport for Wales spend time with teams explaining how the Well-being of Future Generations Act can be implemented.

There has been success in Procurement, Communications, HR and Infrastructure. The Senior Leadership Team have very good awareness of the Well-being of Future Generations Act and are champions for it.

Example: We have recently been handed the keys to our new office at Pontypridd. The building has achieved BREEAM Excellent and had a large solar array and water harvesting system as well as significant bike storage and EV charging points. Understanding the public perception on this move to a new office utilising public money and learning from others such as Public Health Wales and Swansea Council we undertook a sustainable procurement of our office furniture with support from WRAP Cymru. As a result of this sustainable procurement project we created an internal cross-directorate Team made up of colleagues in Procurement, Sustainable Development, Commercial, Communications and Corporate Services and we worked with our partners Rype Office and Merthyr Institute for the Blind to achieve the following:

- 32% of the furniture in the office is reused from TfW
- 44% of the furniture is reused from other organisations
- 3% of the furniture has been handmade in Pentre by employees of Merthyr Institute for the Blind, all staff have been paid the Real Living Wage
- 21% of the furniture is new of which 14% has been locally sourced
- This project has saved 84,000 kgs carbon and 31,000 kgs of furniture we have also saved 2,500kgs carbon by using recycled paint to paint the office interior.

Some of our key stakeholders and delivery partners have evidenced to us that they have low awareness or understanding of the Well-being of Future Generations Act, this is a concern to us as it means that we have conflicts in our approach when working with our partners and our supply chain. The reason for this lack of awareness is that the Well-being of Future Generations Act is a duty only on public bodies and unless organisations have contracts in place with public bodies then they may not have been exposed to the legislation.

We have worked closely with Business Wales to offer support to our supply chain to raise awareness of our requirements under the Act we have also held Supplier Days, attended events such as Procurex and held webinars with our supply chain to raise awareness of the Well-being of Future Generations Act and our duty. We have also presented our approach to embedding sustainable development in line with the Well-being of Future Generations Act to organisations such as the Major Projects Association and the Nuclear Decommissioning Authority.

Example: We have recently been working on the development of a more flexible approach to working because of the pandemic, we have had presentations from the Future Generations Commissioners Office and United Welsh Housing. Simple Change #25 is to have a flexible working policy but there is no case study on implementation and no list of other organisations that are implementing the Simple Change, this information would have supported us to deliver the Simple Change as opposed to having several organisations seeking this kind of support.

In terms of implementation, we have found that some organisations who know of the Well-being of Future Generations Act are unsure of how to deliver it in practice. This could be linked back to the fact that the Well-being of Future Generations Act is a duty on the public sector and therefore the tools and resources that are available to the public bodies whilst available through the Commissions website are not well known outside of the public sector. We have utilised the 'Art of The Possible' guidance to develop our own bespoke version of the 'Simple Changes' for team members.

There is no clear reporting mechanism for the 'Simple Changes' guidance and no list of organisations that have adopted them, some case studies are available on the 'Simple Changes' section of the website but more examples and the list of organisations adopting the 'Simple Changes' would create more opportunity for collaboration.

As a result of recent communications with Natural Resources Wales in North Wales we have been invited to join the first joint Flintshire and Wrexham PSB Environment Group meeting. We would welcome the opportunity to assist in the delivery of Local Well-being Plans.

2. The resources available to public bodies to implement the Act and how effectively they have been deployed.

We are aware of some of the resources that have been made available to public bodies listed in the Well-being of Future Generations Act and we have referenced the 'Simple Changes' resources above. We are aware of the 'Art of the Possible' and the 'Journey checkers'. There was significant communication from the Future Generations

Commissioners Office around the time of the release of the 'Art of the Possible', so we are aware of the resource. We have also used The People's Platform, and following a presentation by the Future Generations Commissioner on the "SenseMaker" survey, used both to gather, engage and steer information for our transport planning.

3. Support provided to public bodies by the Future Generations Commissioner.

We recognise the Well-being of Future Generations Act and we would welcome the opportunity to be directly listed as a public body by the Act. We are aware of events that are held publicly and some of the resources that are available to public bodies as detailed above. A member of the Future Generations office sits on the TfW Advisory Panel and the Commissioner has provided advice to our Board and Chief Executive. We have attended a session this year on the 'Three Horizons' approach championed by the Office. We found the session useful, with good opportunities on the day for networking with a range of cross-sector organisations.

4. The leadership role of the Welsh Government.

We already recognise, support, and implement the recommendations within the Well-being of Future Generations Act, and we would welcome the opportunity to further work with the Welsh Government and the office of the Future Generations Commissioner to further implement their recommendations into our work.

5. Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

A barrier that could develop post Covid-19 is one of an economic damage. Whilst a severe economic downturn could detract from the climate emergency and from implementation of the Act, during the 2008 economic crisis, we saw a positive impact to the environment. It was the only year in which Earth Overshoot Day was not earlier than in previous years and 2020 has also seen much better results.

Welsh Government has charged Sir David Henshaw to lead on the green recovery project and we are in communication with the team to pick up some of the suggestions for green recovery.

The recovery from Covid-19 should be an opportunity to build a better future, a reset. TfW continues to develop its vision for better public transport in Wales and also recognises, in light of covid-19, the opportunity to create and engage even further to deliver a public transport network Wales can be proud of.

6. How to ensure that the Act is implemented successfully in the future.

At present there is limited guidance to organisations that are not duty-bound to implement the Well-being of Future Generations Act. There are opportunities for budgetary changes to enable them to amend their ways of working. Public Procurement Rules are an example of this, where there is some conflict between what the law states and what the Well-being of Future Generations Act seeks to achieve.

There needs to be increased collaboration between public bodies implementing the Well-being of Future Generations Act. We have set up our Sustainable Development Advisory Panel to support our advisory architecture and to ensure we are effectively embedding the Well-being of Future Generations Goals and Ways of Working into the work that we undertake and sharing this with our stakeholders.

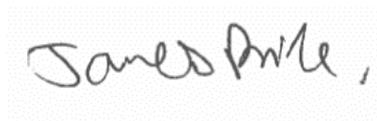
The group will be an opportunity for us to demonstrate, present and share the sustainable development work we are conducting, and to offer feedback, assurance, and guidance on our activities as part of our Sustainable Development Plan. Members of the Panel include Public Health Wales and the Welsh Centre for International Affairs.

Being accountable to organisations who are expert in subject will help us to ensure we are successfully implementing the Well-being of Future Generations Act.

The Well-being of Future Generations Act needs to be talked about by everyone and a big push needs to be made by the people delivering the Well-being of Future Generations Act to raise awareness of it.

The delivery of the Well-being of Future Generations Act doesn't just sit with public bodies. There are champions for the Well-being of Future Generations Act in all sectors and they need to be able to share their experience of delivering the Act and offer opportunities to broaden collaboration and offer shared services. To do this, we believe an exchange or network for organisations not listed in the Well-being of Future Generations Act, could be beneficial.

Yours sincerely

A handwritten signature in black ink that reads "James Price," with a comma at the end. The signature is written in a cursive, slightly slanted style.

James Price
Chief Executive, Transport for Wales

Ymateb Cyngor Gwynedd. Ymgynghoriad: Rhwystrau i weithredu Deddf Llesiant Cenedlaethau'r Dyfodol (Cymru) 2015 yn llwyddiannus

Dymunwn ddiolch yn fawr am y cyfle i ymateb i'r ymgynghoriad uchod. Mae Cyngor Gwynedd wedi rhoddi ystyriaeth lawn i'r chwe mater a gyflwynwyd gennych a gwelwch ein sylwadau isod. Rydym yn nodi fod cyfle yn ogystal i ymhelaethu ar y pwyntiau isod trwy gymryd rhan yn yr ymgynghorid o gyflwyno tystiolaeth ar lafar ym mis Ionawr 2021, a chroesawn y cyfle yna yn ogystal.

1. Ymwybyddiaeth a dealltwriaeth o'r Ddeddf a'i goblygiadau.

Rydym fel Cyngor wedi ymrwmo i'r egwyddorion o fewn Deddf Llesiant Cenedlaethau'r Dyfodol (2015) er mwyn gwella llesiant economaidd, cymdeithasol, amgylcheddol a diwylliannol cymunedau Gwynedd.

Mae trefniadau yn eu lle i geisio sicrhau fod y Cyngor yn ystyried yr hirdymor, trwy gydweithio ac ystyried pobl o bob oedran wrth wneud penderfyniadau. Mae gweithredu yn y modd hwn yn ein galluogi i gwrdd ag anghenion presennol ein cymunedau gan sicrhau nad yw penderfyniadau heddiw yn niweidiol i genedlaethau'r dyfodol.

Mae adroddiadau sy'n dod gerbron y Cabinet yn cael eu cyflwyno ymlaen llaw er mwyn eu hadolygu i gadw golwg ar sefyllfaoedd lle efallai nad oes sylw priodol wedi eu rhoi i'r egwyddorion. Drwy hyn y gobaith yw y byddwn yn gwreiddio'r egwyddorion yn naturiol yn hytrach na thicio bocsys ond amser a ddengys a fyddwn yn llwyddiannus.

Mae ymwybyddiaeth a dealltwriaeth o'r Ddeddf yn amrywio a chadarnhawyd hyn mewn archwiliad diweddar gan y Gwasanaeth Archwilio Mewnol. Mewn ymateb byddwn yn cynnal hyfforddiant pellach er mwyn codi ymwybyddiaeth a dealltwriaeth Uwch Reolwyr/Rheolwyr/Swyddogion Prosiect o egwyddorion y Deddf.

2. Yr adnoddau sydd ar gael i gyrrff cyhoeddus roi'r Ddeddf ar waith a pha mor effeithiol y maent wedi cael eu defnyddio.

Nid ydym fel Cyngor wedi derbyn unrhyw adnoddau ychwanegol i roi'r Ddeddf ar waith.

Er yn derbyn yr angen i fod yn cwrdd a gofynion y Ddeddf o fewn adnoddau presennol mae pwysau ariannol a'r angen i wneud arbedion parhaol dros y blynyddoedd diwethaf wedi gosod pwysau ychwanegol ar allu y Cyngor i gyflawni'r gwasanaethau sylfaenol sydd eu hangen ar gyfer trigolion Gwynedd. Gall hyn hefyd olygu nad yw hi bob amser yn ymarferol i ddilyn egwyddorion y Ddeddf ac edrych i'r dyfodol.

Bydd yr anghenion ychwanegol ar gyfer sefydlogi ac ailadeiladu o'r argyfwng Covid-19 hefyd yn gosod sialens ychwanegol.

3. Y cymorth y mae Comisiynydd Cenedlaethau'r Dyfodol yn ei roi i gyrrff cyhoeddus.

Mae'r cymorth sy'n cael ei roi gan swyddfa'r Comisiynydd i gyrrff cyhoeddus yn gallu bod yn ddefnyddiol. Er hynny mae'r disgwyliad arnom i ymateb a thystiolaethu yn gallu bod yn feichus ar brydiau, ar ben disgwyliadau statudol eraill.

Mae adroddiadau a dderbynnir o swyddfa'r Comisiynydd yn aml yn rhy hir a heb eu teilwra'n benodol gan roi ystyriaeth i sefyllfa ariannol, strategol a ddaearyddol ein sefydliad.

O safbwynt y gefnogaeth ymarferol buasai cael un pwynt cyswllt yn fuddiol er mwyn cryfhau'r cydweithio, cefnogi, a rhannu ymarfer da.

4. Rôl arweinyddiaeth Llywodraeth Cymru

Mae gan Lywodraeth Cymru rôl bwysig yn arwain trwy esiampl. Tra ceir llawer o ymarfer da mae hefyd enghreifftiau o ddiffyg cyd-lyniant gwahanol ddeddfwriaeth, integreiddio cyhoeddiadau polisi ac edrych ar gyllidebau mwy hirdymor.

Credwn na chyd-amserwyd yr amserlenni ar gyfer cyhoeddi cynlluniau llesiant awdurdodau lleol a chynlluniau llesiant Byrddau Gwasanaethau Cyhoeddus. Gall Llywodraeth Cymru helpu gyda hyn drwy ailysgrifennu'r gofynion ar gyfer amserlenni cyhoeddi i'r dyfodol

Mae'r Llywodraeth yn gosod targedau heriol i fynd i'r afael ag amryw o'r nodau llesiant e.e. Newid Hinsawdd. Yn yr achos yma buasai cael arweiniad ar ddull cydweithredol o fynd ati i addasu ac ymateb i'r argyfwng newid hinsawdd yn ddefnyddiol. Sylweddolwn fod hyn yn sefyllfa lle mae angen rhoi seilos traddodiadol gweithio adrannol, diwylliannol sefydliadol amrywiol a rhaniadau gwleidyddol o'r neilltu. Trwy groesawu ethos Deddf Llesiant Cenedlaethau'r Dyfodol, gallwn ystyried ffyrdd o gydweithio ar ddatrysiadau.

5. Unrhyw rwystrau eraill rhag gweithredu'r Ddeddf yn llwyddiannus (e.e. Brexit, COVID, ac ati).

- COVID-19 a'i effaith ar ein trigolion a'n cymunedau – bydd sefydlogi ac ailadeiladu hefyd yn cynnig cyfleoedd.
- Dirwasgiad y Deyrnas Unedig - wrth i effaith Covid 19 ar yr economi ddod i'r amlwg
- Brexit – ei effaith ar economi a llesiant ein cymunedau.
- Mae addasu i'r pum ffordd o weithio yn her, yn enwedig pan mae Gwasanaethau dan straen.

6. Sut mae sicrhau bod y Ddeddf yn cael ei gweithredu'n llwyddiannus yn y dyfodol.

- Sicrhau cymorth a chefnogaeth ymarferol er mwyn gwreiddio egwyddorion y Ddeddf o fewn sefydliadau.
- Ymddiried mewn sefydliadau i weithredu'r gofynion gan leihau ar yr angen i adrodd a thystiolaethu yn gyson (sy'n medru bod yn llafurus).
- Sicrhau gwell aliniad rhwng yr amserlen ddeddfwriaethol ar gyfer cynlluniau llesiant BGC ac awdurdodau lleol .

Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

Public Accounts Committee (PAC) Inquiry October 2020

Sport Wales response

Sport Wales is the national organisation responsible for developing and promoting sport and physical activity in Wales. Sport Wales is the main adviser to Welsh Government on sport and supports the delivery of its strategic priorities through the Vision for Sport in Wales and the Sport Wales Strategy. We also distribute National Lottery grants to enable sport in Wales to thrive, investing in grassroots sport through our community grant schemes. We are committed to providing our most promising sportsmen and women with the support required to compete successfully on the highest stage possible. We want Wales to be a more active, healthier nation.

Awareness and understanding of the Act and its implications

- 1. Sport Wales believes that everyone in public life is required to get behind the communication of improving the wellbeing of the people of Wales, and there needs to be clear, consistent and simple messages to selling the Act to the public and beyond.**
2. We are fully committed to the Act and are ambitious to work with and support work which will positively benefit future generations, working with other public bodies to collaborate effectively, and not duplicating work. We set our Wellbeing Objectives aiming to ensure they become part of our DNA; a part of everything we do. In the development of our strategy and vision we used the Act to ensure that we use wellbeing objectives throughout high-level decision making such as in our Board Papers.
3. The Act has enabled us to frame projects, such as our work with Natural Resources Wales (NRW) and Public Health Wales (PHW) to focus on wellbeing through the Wales Physical Activity Partnership (WPAP). Additionally, bringing the [Community Sport and Activity Programme \(CSAP\)](#) to fruition which has been a project long-time in the making, aiming to work with all relevant parties within each region of the country to deliver sport effectively and to all. The Act gives our work a legitimacy it would be hard to acquire otherwise.
4. At Sport Wales, we would like to lead by example, and we are practically exploring how to react effectively to the unexpected, and still deliver positive outcomes. Part of this means shifting to an approach which uses narrative and reflection to learn from our experiences and using insight and evidence to understand the context under which events have taken place. We believe that there is much value in sharing our learning and working with others to embed this approach.
5. The Future Generations Act provides the framework in which we are able to work with innovative approaches to change and long-term sustainability. The Commissioner recommends the use of different frameworks which encourage us to think about what is no longer sustainable and what can be harnessed to deliver solutions for the future. Through our approach to investment, we have adopted a long-term method to prevent inequalities from getting worse, as well as tackling them, and we are working with the sport sector to upskill them and modelling long-term change.

The resources available to public bodies to implement the Act and how effectively they have been deployed.

6. **A lot of resources have been made available; however, they are not necessarily grounded in everyday language. There is a need to be able to connect to them and be able to act upon them simply. In comparison, for example, the 'Simple changes' are clear and unambiguous.**
7. There are some excellent projects such as the Three Horizons Framework and terminology such as the 'art of the possible' which aren't plain English for those who may not operate in a management framework. This makes it difficult for the easy cascading of information and ideas to people across organisations. As every person within a public body is as important as the Chief Executive to delivering on the intention of the Future Generations Act, this is an area which could be developed and improved.
8. One of the Future Generation Commissioner's main projects, the "art of the possible" was a resource that we worked closely with her team on. We seconded a Manager from Sport Wales to become a Goal Convener to work on the Healthier Wales and Culture and Welsh Language goals. This allowed for a transfer of knowledge between our organisations and meant we were able to bring back a lot of knowledge into the organisation about how best to work with the project.
9. The outcome of this programme was the "Simple Changes". The changes help to easily illustrate where an organisation may be able to adopt something small that could have a big impact. The Commissioner and the programmes have been the push required to get organisations to think differently about small but important choices on recycling, air quality and many more.
10. We are aware that prior to the outbreak of Covid-19, the Future Generations Commissioner was focusing on procurement and was undertaking a review into Section 20 of the Act. We believe that resources which may can support public bodies on procuring sustainably would be very welcome. As mentioned previously, in order for the Act to have the greatest impact, people in all roles throughout the organisation are going to be just as important as someone in executive level who is setting the agenda. Procurement, a way of buying from sustainable companies, is one of the single biggest ways of ensuring public bodies meet their wellbeing objectives.

Support provided to public bodies by the Future Generations Commissioner

11. **The Commissioner's Office has had regular contact with Sport Wales and is forthcoming with an annual meeting. We have found her and her team to be very visible and accessible, providing ideas and guidance on our wellbeing goals and the small changes we can make. The Future Generations Commissioner been a champion for the Act and has raised its profile; not being frightened to stand up for it. Her public profile has raised awareness of the Act and its potential.**
12. There has been good signposting to examples of both the Act being used effectively through the small changes programme as well as larger, structural changes. However, it would be useful to also reference examples of where things haven't worked. This could support learning and ensure mistakes are either not repeated, or shows how organisations might think about their own methodology for implementing such a change. It could also support them to be brave and learn from others' mistakes, enabling them to fail fast and without fear, and not to fall into the trap of 'we tried this and it didn't work', but instead to say 'we want to try this and if it doesn't work we will understand why and learn from it'. This is something that could be supported by scrutiny mechanisms such as the work of PAC when questioning public bodies on their actions, using methodology which would analyse what the body has learnt from a project which hasn't quite delivered but was aligned to the principles of the Act.

13. The Future Generations office is a small team; there is a need to be realistic about the resources available to provide support in delivering the Act. However, the support made available to Sport Wales suggests that the support can certainly empower Public Bodies to make positive changes.

The leadership role of the Welsh Government

14. **The narrative from Welsh Government is very clear that the Future Generations Act is a clear ambition that aligns through all policy statements and intents. The Act is, and provides, a great opportunity to think differently and to act differently. However, it is unclear if we are maximising this opportunity at present. A more joined approach across Government to the Act would ensure better involvement and integration along the sustainable development principles.**
15. Welsh Government published [its objectives in 2017](#) and it would be helpful to have clarity on their reporting cycles, as all organisations are at different stages of delivery. However, we believe an overly cumbersome reporting system could stifle the innovative spirit of the Act. A suggestion that might help public bodies to understand their duties further might be for Welsh Government to refine its guidance on the Act, including explaining in clearer terms the extent of the obligations on public bodies. A 'best practice' leadership approach for others to learn from, such as detailing where projects have been tried by not necessarily worked out but are within the spirit of the Act might help others to learn together.
16. The Welsh Government could further speak the language of the Act, and embrace the principles behind it rather than just focus on the legislation, however there are other elements of interactions which could be improved to facilitate the interactions of public bodies. There are many different levels to government business and still many decisions which take place at a singular departmental level. Being more in tune with the spirit of the Act, and confidently leading by example would mean the Government could better support public bodies, the private sector and individuals to live the sustainability principles.
17. Thanks to the approach of the Wellbeing of Future Generations Act, together with NRW and PHW we met the Minister for Health and Social Services and the Deputy Minister for Culture, Sport and Tourism to jointly discuss how preventative health measures and physical activity can be prioritised. We have also worked jointly with two Welsh Government Departments and other national bodies on the Healthy and Active Fund (HAF), pooling our collective expertise and budget to tackle physical inactivity.
18. The Welsh Government's leadership role could be impactful in recognising where programmes may not be having the desired impact, how we can quickly learn from them and move forward. Perhaps just as importantly, their leadership is required to maintain approaches through adversity (such as the current Covid-19 crisis) to ensure that not only are organisations able to be resilient and adapt to crises, but to recognise that for the Act to be truly transformational, out of the ordinary events should not derail a joint working approach. Nor should adverse conditions set back advancements in policy and programmes such as ensuring that physical activity is at the forefront of a preventative health agenda.
19. Similarly, the new curriculum provides a very similar opportunity for joint working and requires a forward thinking, joint approach which recognises that to deliver a transformational curriculum, it is not just the responsibility of the education department. The Act is about meeting the needs of current generations without compromising the needs of future ones, and this holistic vision is at the heart of Sport Wales. The possibility of doing things very differently, such as situating the school as a community hub where physical literacy and activity is available to everyone is the kind of bold thinking that would invest in future and current generations, cutting across department deliverables.

20. Moving forward and out of the current crisis there are opportunities which cannot be ignored by this 'new context' we are now living in. To engage people and shift the narrative in the direction of doing things differently. Updated guidance on the Act could be provided now to ensure that organisations are clear about how they will meet the challenge of building back differently, ensuring wellbeing is met.

Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.)

21. **The main barrier to the successful implementation of the Act in terms of external forces is a lack of collective understanding and greater prioritisation of the Act. For example, instead of work to deliver against the five principles of sustainability being deprioritised, it is more imperative than ever to ensure the wellbeing of future generations is met. Future Generations commitments could be seen as hard to enact in the face of adversity and it would be easier to go back to doing what is familiar. Building back post-Covid and after our transition from the European Union must be grounded in sustainable development principles.**
22. Undoubtedly, there are challenges which a change such as Brexit will bring, and the pandemic which has shifted our way of living so dramatically in 2020 will mean that certain bodies may need to focus their activities to meeting demand or focusing on core activities which ensure people receive the services they require. However, the Act is law, and these barriers should be part of organisations' thinking when planning how they deliver their work. It is a shame that whilst some projects clearly have been unable to be delivered during the pandemic due to lockdowns or restricted activity, using existential challenges as reasons for non-delivery of the Act seems counter-intuitive.
23. As mentioned previously, we have worked in partnership with NRW and PHW on the HAF. This project is a good example of collective budgets, funding, accountability, scrutiny and reward around thematic issues which affect each organisation and impact on their core objectives. If more funds could be available for organisations to bid for in partnership, more progress may be made, and the possibility of duplication reduced. The potential of a wellbeing fund is one such example.
24. If it is possible to finesse how collaboration can be best served by the Act, the correct lines of accountability for delivery will emerge more clearly. Accountability is an important facet of successful delivery of the objectives in the Act. It is also worth questioning how individual commitments to the Act within organisations affect delivery.
25. The Covid-19 period has to some extent meant that joint working is not taking place at the same scale as before, meaning time has been lost when vital improvements and changes could have been made to improve people's physical activity. Our surveys over 2020¹ have shown that activity levels were vastly affected by the Spring lockdown and that though overall they have since returned to pre-pandemic levels, inequalities remain between men and women, those over 55 and of particular worry, children from deprived communities. As a higher rate of hospitalisation of Covid-19 has been found in people with obesity, the resilience of the nation depends on the continuation of integrated, cross-departmental and inter-body programmes. The necessary infrastructure to assist this change in operation needs to be put in place which will not only start to improve life-chances for the current population but is sustainable for future generations.

How to ensure that the Act is implemented successfully in the future.

¹ We worked with Savtana ComRes to carry out a survey of 1,007 Welsh adults in March and October 2020 to look at physical activity levels and what was affecting them.

26. **The Future Generations Commissioner's resources is undoubtedly an issue, as only so much that can be done with a limited team. As we outlined above, Sport Wales has found the support, resources and advice from the team to be invaluable. How this is made available consistently for all public bodies is a challenge. However, the future of the Act also relies on clarity, culture and leadership.**
27. The scale and pace of the delivery depends on individual organisations understanding the requirements set by the Act, buying into delivering it and how they lead together with others. Where work is committed to in partnership, clear areas of collaborative work and outputs must be agreed upon by each public body, and some ownership must be taken to ensure the work does not halt unnecessarily.
28. As well as accountability being stronger, with organisations being clear on what they have pledged to do and with clear transparency as to what has been achieved, a culture change is needed where organisations are encouraged to try new ways of doing things. The culture needs to allow staff to innovate without fear in case something new is not guaranteed to succeed, and provide an environment of trust and safety to enable staff to learn from these experiences. Not every piece of work or programme can have a successful outcome, but being agile and willing to take calculated risks, will encourage an atmosphere which is more conducive to delivery of the Act.
29. We are aware that future trends are also a priority area for the Commissioner. Using future trends work to try to understand what policy changes future generations will require is a helpful way to map services. We have written two reports in the last decade aiming to delve into trends around sport and physical activity and what future generations need to improve activity rates and access to sport. [Acting Today for an Active Tomorrow](#) (2014) and [Facilities for Future Generations](#) (2016). [The Vision for Sport in Wales](#) and [our Strategy](#) were also developed using these concepts. Working across sectors to develop our understanding of health and population trends within the sport space, has wider applications for other sectors.
30. In creating our strategy, we ensured that our Wellbeing Objectives and our Strategic Intentions were one and the same. As a result, our whole approach to delivering the Sport Wales strategy is committed towards the Wellbeing Objectives we have set. This approach, which was supported by the Commissioner's office during the design and consultation stage, has helped embed the Act in our day to day operations, and others may find this useful to consider how the two can be aligned.
31. We have worked extensively to proactively harness the voices and expertise of young people within our work, and we have a young ambassador who attends our board meetings. There is potential for our Young Ambassador Steering Group to support future programmes with the Commissioner and her youth panel, or with the Youth Parliament.
32. It is clear that a public body's ability to meet its duties under the Act is down to everyone within the organisation. As we mentioned previously, procurement is a key element of sustainability; HR policies to alleviate poverty or ingrained inequalities; the ability for partners across organisations to work collaboratively for a healthier Wales, all of these and more are imperative in successfully enacted legislation. A nominated person in public bodies could be responsible for it, as there must be for the Strategic Equality Duty and the Welsh Language Standards, yet there is more that could be done to help all employees of a body understand how they can be a part of the Act's implementation. In some of the public bodies subject to the Act, there are nearly 2,000 employees. How every one of those employees can live and breathe the values of a sustainable future for all requires some creative thought. Linking the Act to leadership and management development within Wales, which can equip staff with the tools to better understand and implement the Act with confidence may be one way to do this.

Welsh Parliament, Public Accounts committee Inquiry: Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

Reponses from Monmouthshire Public Services Board

1. Awareness and understanding of the Act and its implications.

The legislation and guidance provides a useful and helpful understanding of the Act. Support and advice from the Future Generations Commissioners Office and Welsh Government have helped increase awareness of the Act and its understanding.

The fact that many public body partners are subject to the legislation means that we now have shared well-being goals and ways of working that support partnership working at a local, regional and national level.

The Act provides a helpful framework and increased profile which enables the PSB to think longer term and be increasingly ambitious in developing solutions to improve well-being in our communities.

However in a complex organisations like a council or health board the progress and impact is only as good as the extent to which services and departments own and embrace the process in their planning and service design, and we need to continue to learn and adapt our approach to maximise the pace of change required. There needs to be a shift in emphasis away from compliance and towards truly embedding sustainable development in everything we do.

In particular there needs to be more of an emphasis on the seven areas for change identified by the Act: procurement, finance, workforce planning, risk management, corporate planning, performance and assets. Raising awareness and understanding in these fields is fundamental to achieving the transformational change intended by the Act. There is probably less understanding of the Act and its implications in some of these fields and/or limited flexibility in procedures and processes in some of these areas to be able to really implement and embrace the Act in its purest sense.

2. The resources available to public bodies to implement the Act and how effectively they have been deployed.

The implementation of the Act has largely been embedded within responsibilities of existing resource. In order to deliver sustainable development, integrating the responsibility within and adjusting existing processes is important rather than creating new.

Resources for PSBs are very limited. The resourcing of the PSB can fall disproportionately on local authorities by default as the authority has responsibility for the support role. The PSB has received an amount of annual funding from Welsh Government to utilise on a regional footprint. This has strengthened collaboration in the region, however the terms and short-term nature of the funding can inhibit the ability to truly plan for the long-term and make well-considered decisions.

Officer capacity, particularly at leadership and management level, is incredibly tight. There can be limited bandwidth to lead and drive some of the more transformational changes required in order to truly implement the sustainable development principles for the long term, whilst also ensuring current delivery against ever increasing demand on public sector resource. To assist with this we feel there is a need to ensure the balance is right between accountability for delivering against the act and allowing space to deliver the changes required to truly implement it.

3. Support provided to public bodies by the Future Generations Commissioner.

We welcome the support we have received from the Future Generation Commissioner. The Commissioners Office have been approachable and helpful in providing support and advice to us to implement the Act. They have also provided lots of information, tools and resources to strengthen our understanding and implementation of a range of aspects of the Act.

The Commissioner has also provided an important connection with wider bodies in a variety of sectors that has been helpful to facilitate the progression of work in line with the Act.

The tools and resources (for example Art of the Possible journey checkers and the Future Generations Report) provided by the commissioner's office are detailed and extensive. We don't always have the time capacity to make full use of these resources, and we feel we would benefit from further support from the commissioner on synthesising these important resources and identifying the key issues for how we apply them within our local context to improve well-being. We would also benefit from further support being tailored to take account of the local context and evidence on well-being along with regional and national support provided.

We recognise the continuing importance of embedding the requirements of the act and demonstrating that we have done so in our work. As the awareness of the Act increases and becomes more embedded in our practice, how we deliver the Act is ultimately about how we adapt and transform, and how we plan and deliver services to ensure sustainable development. To support this a greater focus on systems and behavioural change, would be hugely beneficial, along with the techniques and support required to deliver in this way would also be welcome.

4. The leadership role of the Welsh Government.

We welcome the support we have received from the Welsh Government which has been helpful in supporting and advising us on the implementation of the Act. In particular we found the individual workshops with WG, as we were developing our Wellbeing Assessment and Plan, were very useful and helped us by providing informal feedback to understand if we were using the right approaches.

The Act is widely applied and acknowledged in Welsh Governments approaches, guidance and support provided to the PSB. However, we recognise that WG themselves have an even bigger challenge, than public bodies do, in embedding the principles of the Act across such a large organisation. The lack of integration of processes and legislation from Welsh Government can sometimes impact on our ability to fully implement all aspects of the Act. Welsh Government often recognise this and try to work with the PSB and public bodies to overcome this where possible.

Short-term notice of funding streams and restrictive conditions on grants offered to public bodies and the PSB from Welsh Government can sometimes inhibit our ability to truly plan for the long-term. The short-term funding cycles work in opposition to the legislation of the Act and this then can further derail the ability of public bodies and the PSB to make well-considered decisions on use of the funding in line with the legislation. It is hard to plan for long-term projects when funding is available at the 'last minute' or on short-term cycles which have to be spent within a very restrictive timescale.

5. Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

Fluidity and our ability to continually adapt/develop the PSB well-being plan based on the latest evidence of well-being will be needed as we move forward. The current uncertainty around Covid, and the potential impacts of Brexit, increases the likelihood that any adaptation/developments to the wellbeing plan will need to happen at a greater pace and frequency than ever before to ensure we remain reactive and responsive to changing well-being needs within our county. The legislation will need to be flexible to accommodate this.

There is broad recognition across the PSB that the Act and sustainable development principles are crucial in determining how we should and need to deliver public services. However, immediate financial pressures and short term budget setting can pose a huge challenge to this, and it can make it harder to carry out long-term planning for future generations in line with the Act.

The integration of processes and legislation in the context of being a border County, can sometimes impact on the PSB ability to fully implement all aspects of the Act – for example around health services, procurement, education and Welsh language provision. The overlap of the Welsh/English border blurs the lines of responsibility and accountability of populations, particularly where residents who live on the English side of the border but use the Welsh side as their main service centre or vice-versa. Cooperation and collaboration with English Councils, not under the duties of the Act are crucial to work seamlessly to support citizens regardless of the border issues.

Short-term notice of some funding streams and restrictive conditions on funding offered to the PSB from Welsh Government can sometimes inhibit our ability to truly plan for the long-term and make well-considered decisions on use of the funding in line with the Act.

Other challenges to implementation of the Act occur where areas of policy or legislation are not fully devolved to Wales, for example energy infrastructure and crime and disorder. Welsh Government recognise these challenges and work hard to assist PSB's where possible.

6. How to ensure that the Act is implemented successfully in the future.

There can be limited capacity to lead and drive some of the more transformational changes required in order to truly implement the sustainable development principle for the long term. To assist with this we feel there is a need to ensure the balance is right between accountability for delivering the act and allowing space to deliver the changes required to truly implement it.

There needs to be a focus on taking account of differing local contexts on well-being, including below local authority level. Regionalisation and rationalisation of agendas may potentially dilute the ethos of the Act if localism is lost in its application. Local and place based approaches remain vitally important to implementing the Act effectively, alongside both regional and national approaches.

Longer term sustainable funding that is not time limited or short term is needed to enable long term planning for future generations in line with the Act.

Focus needs to be proportionately given to outcomes as a result of the Act rather than process or a mix of both where there is likely to be long term impact. This means the way we measure and evaluate our performance will need to continue to evolve to still allow us to evaluate the efficiency and effectiveness of current service delivery while also track progress against longer term community well-being objectives. To deliver this effectively may require extra resource and/or expertise.

There is a need to continue to take account of evidence generated locally, regionally, nationally and globally to inform work under the Act to ensure it reflects major challenges and also opportunities to well-being.

It is important that the PSB look to the long term and do not compromise the ability of future generations to meet short-term needs. To do this we must seek to understand long-term trends, including potential disruptions that could impact on those trends and how we address them. The Welsh Government and Future Generations Commissioner have an important role in facilitating this.

Consideration should be given to reviewing where gaps in the application of the Act in Wales are most evident, and specifically applicable to public services/PSB, to determine where the barriers lie that prevent public services from doing more or being more accountable. This may result in more targeted support that organisations can utilise to improve their application and implementation of the Act, as well as more widely across Wales.



Public Accounts Committee Inquiry - 'Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015'

Nick Ramsay MS - SeneddPAC@Assembly.Wales

Submission by Constructing Excellence Wales

1. Awareness and understanding of the Act and its implications

1.1 Welsh construction and the Well-being of Future Generations (Wales) Act 2015 (WFG Act) are intrinsically linked. The Act is all about providing a built environment fit for future generations – and who better to deliver it than the Welsh construction industry. Yet many in our sector do not appreciate that the new legislative climate requires us to change and adapt. Everyone involved in construction needs to understand how everything they do is connected to the WFG Act and achievement of the seven well-being goals outlined in the legislation. Through the building of homes, schools, hospitals and infrastructure, the industry has a huge impact on every aspect of people's lives. That means construction has no choice but to align itself with the objectives of the Act. If we are to play our part in making Wales a world-class economy with a sustainable built environment, it is our legal, moral and ethical duty to do it. Constructing Excellence Wales produced a document as a statement of intent [HERE](#). Published in association with the office of the Future Generations Commissioner (OFG), it was a first step, a line in the sand. CE Wales is the only organisation able to pull all elements of Welsh construction together to embrace and deliver the government's goals as defined by the Act. Following a series of workshops and a conference in January 2019, we began our journey towards Construction for Future Generations.

1.2 The Construction sector is well versed in the WFG Act and desires to deliver more but we need more public sector leadership not just in strategic terms but in actions. The Act names public sector bodies, and experience is showing tenders are still being issued without reference to the WFG Act, yet all public sector supply chains should be engaged in supporting achievement of the Act's Goals. We need enhanced collaboration, empowerment of officers to manage and procure construction services differently from the past to drive for enhanced social outcomes.

1.3 Public Service Boards and the 44 named organisations have developed Wellbeing Objectives but many of these are service orientated and not construction oriented and yet the sector is a significant part of the Welsh economy and has been driving value under the Community Benefits initiative for many years; this should be 'trumped' by delivery on the aims and ambitions of the Act. It could be argued that without the built estate, the public sector boards would be unable to deliver their services to their aspirations. To support development of a focus on the enhanced wellbeing that can be delivered by the Construction sector, CEWales aspires to develop a 'standard' that gives all parts of the sector supply chain, including all the named 44 bodies clarity on what it should be aiming to do and how to measure it. CEWales has an ambition (but no current funding) to develop a Construction Sector Wellbeing plan (the 'standard') in full alignment with the Act, drafted as if it was the 45th named body under the Act. All parts of the industry would be encouraged to sign up to and adopt this standard with recording of activity and outcomes championed using the CEWales FG Directory which will cover all types of construction projects and not just buildings hence the ultimate

desire to move away from RIBA terminology and the Welsh Toms. Of particular note is the need to look at the whole project lifecycle from the viewpoint of a fully circular construction economy that goes well beyond a traditional 'waste' focus.

1.4 PPW10 has the WBF Act embedded, but currently has no teeth in respect of planning consents (no default planning conditions) and aspects such as Building Regulations need to be updated to focus on driving better outcomes including and fundamentally in respect to Climate Change and associated net zero targets. BREEAM for buildings is used as an environmental standard but once a target has been set, then we only measure achievement of the target and not beneficial exceedance. The interest in Passivhaus design is emerging and this will deliver some carbon savings and supply chain shifts within the Construction sector in Wales. But on their own neither Passivhaus or BREEAM certified buildings really reflect the broadest aspects of the WFG Act

1.5 It is fundamental that business cases for construction schemes should incorporate the WFG Act at the Strategic Case as well as others. In essence, we need to put Social Outcomes at the forefront of business case consideration and not just financial measures. As an example, on highway schemes using the WelTAG process (additional attachment) the focus has been on money but also on achievement of Transport Planning Objectives eg quicker journey times or enhancement in journey time confidence. These need to sit alongside Wellbeing objectives and environmental objectives. Mott MacDonald has developed a Wellbeing Impact Evaluation (WELLIE) tool that integrate the legal requirements of the Wellbeing of Future Generations (Wales) Act and the UN Sustainable Development Goals into a clear methodology within the WelTAG and 5-Case Business Case process.

1.6 – CEWales has conducted many workshops and awareness events for Local Authority staff, Higher Education and for those in NHS Wales / Share Services. Example of past events can be previewed below:

- <https://www.cewales.org.uk/events/2016/building-future-delivering-wales-we-want/>
- <https://www.cewales.org.uk/events/details/8C8F3100-CF4B-B9B9-5930-580061A71178/> - north Wales
- <https://www.cewales.org.uk/events/details/801BED44-4B80-5A66-3164-E4C0CA021EDA/> - Cardiff
- <https://www.cewales.org.uk/events/details/F2993E3E-FC75-2A65-3340-6299062B95B2/> - G4C
- <https://www.cewales.org.uk/events/details/F1BAF2E2-1518-8F49-E23E-9CBD7FFF5D5/>
- <https://www.cewales.org.uk/events/details/354E782A-C17E-2715-BBA7-5F3D19935F59/>

CEWales is planning an event at the beginning of 2021 and would like to continue acting as a representative for the multi-disciplinary construction section which aligns with the ways of working set out in the Act.

2. The resources available to public bodies to implement the Act and how effectively they have been deployed

2.1 In absence of the lack of resources to support delivery of the WFG Act, CEWales has taken the lead in developing the Future Generations Directory for the construction sector - Guide to the Well-being of Future Generations (Wales) Act 2015 RIBA Directory, more information can be found [HERE](#). We are looking forward to implementing the Directory first in the 21st Century Schools programme, rolling out to other building schemes e.g. Design for Life and then to infrastructure and housing, if indeed funding is secured to support the delivery?

2.2 Purpose of the directory:

There are clear links between the key drivers of the Well-being of Future Generations (Wales) Act 2015 and 21st Century Schools programme in terms of focussing on sustainability for future generations. However, until now it has been difficult to demonstrate how this programme is delivering on the aspirations of this important piece of legislation. A new Directory has been developed by CEW based on the RIBA stages and plan of work¹ which is a framework for construction projects. It has been piloted by the Vale of Glamorgan council, and other authorities, on 21st century schools' schemes. The Future Generations Directory aims to support construction projects to evidence their contribution towards the Well-being of Future Generations Act by mapping activities undertaken at each RIBA stage against each of the seven well-being goals. It can be particularly useful for clients in tendering and auditing processes. The Directory is designed to catalogue work already taking place which supports the aspirations of the Act. For example, achieving BREEAM Excellent standard and delivering community benefits encourage more holistic approaches to developing schools and enable the wider community to benefit from public investment.

2.3 For CEW to be able to proactively promote, coordinate and monitor public bodies to use the Directory on all major construction projects, a dedicated resource is necessary; short term funding has been secured to support this resource but to ensure implementation by the wider construction industry, further funding will need to be sourced. In order to get this project initiated, the Consortium of Local Authorities Wales (CLAW) is also supporting the project. CEW is currently distributing and marketing the directory, holding regional working group sessions, every 6 months for feedback and amendments, logging and tracking the use of the directory, providing 3 monthly updates on use/issues, providing a point of contact to offer advice, developing the directory to be an online tool and investigating the route/timescales required to move to a pan Wales standard.

2.4 CEWales would welcome an opportunity to present the Directory and how to use it and it's use further.

3. Support provided to public bodies by the Future Generations Commissioner.

3.1 CEWales fed in extensive commentary to the WBF Act for incorporation into the FG 2020 report. There continues to be active discussions on how the FGO and CEWales can collaborate to mainstream some of the ideas generated to get them into common parlance and working practices. Financial support is needed for this valuable collaboration to move this forward quicker and keep momentum.

4. The leadership role of the Welsh Government.

4.1 As per the Welsh Government OECD report and the wider Welsh public sector, there is sufficient capacity to develop policy and strategy but limited capability in action delivery. CEWales is keen to act as an Action Partner in respect of driving achievement of the aims and ambitions of the WBF Act in the construction sector. CEW is uniquely placed to represent all professions in the construction sector from designers, manufactures, installers and operators.

5. Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

5.1 It is imperative to focus on a true green recovery but one which is also focused on social outcomes; however, they must be real. In essence this focusses on the need to

¹ The RIBA Plan of Work organises the process of briefing, designing, delivering, maintaining, operating and using a building into eight stages - <https://www.architecture.com/-/media/GatherContent/Test-resources-page/Additional-Documents/2020RIBAPlanofWorktemplatepdf.pdf>

develop and deliver schemes that are Shovel Worthy and not just Shovel Ready. There is also a need to present a coherent and inspirational focus on asset modernisation (much of our housing stock, for example, is not fit for 21st Century when we consider energy use and hence carbon output). DfMA and MCC are key construction processes that have the ability to enhance social outcomes and respond to the climate emergency. These approaches need to be mainstreamed and the sector capacity to design and construct this way needs to be significantly enhanced. This requires collaboration with the manufacturing sector and links back to R&D and the skills agenda where new skills will be required.

6. How to ensure that the Act is implemented successfully in the future

6.1 See note on CEWales' Construction Sector Wellbeing Plan (Standard) in section 1.3

27 November 2020

Catherine Griffith-Williams

CEO Constructing Excellence Wales



Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

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About Welsh Women's Aid

Welsh Women's Aid is the umbrella organisation in Wales that supports and provides national representation for independent third sector violence against women, domestic abuse and sexual violence (VAWDASV) specialist services in Wales (comprising our membership of specialist services and members of the regional VAWDASV Specialist Services Providers Forums).¹ These services deliver life-saving and life-changing support and preventative work in response to violence against women, including domestic abuse and sexual violence, as part of a network of UK provision.

As an umbrella organisation, our primary purpose is to prevent domestic abuse, sexual violence and all forms of violence against women and ensure high quality services for survivors that are needs-led, gender responsive and holistic. We collaborate nationally to integrate and improve community responses and practice in Wales; we provide advice, consultancy, support and training to deliver policy and service improvements across government, public, private and third sector services and in communities, for the benefit of survivors.

We also deliver the Wales National Quality Service Standards (NQSS), a national accreditation framework for domestic abuse specialist services in Wales (supported by the Welsh Government) as part of a UK suite of integrated accreditation systems and frameworks. (More information on the

¹ Our membership of third sector violence against women, domestic abuse and sexual violence specialist services in Wales, with whom we have national partnership agreements to ensure our work is coordinated and integrated includes: Aberconwy DAS, Atal y Fro, Clwyd Alyn Housing Association (CAHA) Women's Aid, Stepping Stones, Safer Merthyr Tydfil, Carmarthen Domestic Abuse Service, Calan DVS, Cardiff Women's Aid, Cyfannol Women's Aid, Domestic Abuse Safety Unit (DASU), Gorwel (Grwp Cynefin), Montgomeryshire Family Crisis Centre, North Denbighshire Domestic Abuse Service, Thrive Women's Aid, RCT Women's Aid, Safer Wales (including Dyn Project), Swansea Women's Aid, Threshold, West Wales Domestic Abuse Service and Rape and Sexual Abuse Support Centre (RASASC) North Wales.



NQSS can be found here: <http://www.welshwomensaid.org.uk/what-we-do/our-members/standards/>

Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

Introduction

The Well-being of Future Generations (Wales) Act is about improving the social, economic, environmental and cultural well-being of Wales. The World Health Association states that “violence against women is a violation of human rights, is rooted in gender inequality, is a public health problem, and an impediment to sustainable development.” Violence negatively affects women’s physical and mental health and well-being. It has social and economic consequences and costs for families, communities and societies.

The two Acts, The Violence Against Women, Domestic Abuse, Sexual Violence (Wales) Act 2015 and the Well-being of Future Generations (Wales) Act 2015 were published in the same year and at their core strive for the same preventative approach in creating a future Wales. It therefore makes sense that implementation of these Acts supports one another and that all public bodies and local authorities in forming their strategies consider how the aims of both acts work towards sustainable development and the well-being duty on public bodies.

1. Awareness and understanding of the Act and its implications.

From our perspective as Welsh Women’s Aid, the gaps in awareness for public bodies lies in the siloed approach of their duties under the Violence Against Women, Domestic Abuse, Sexual Violence (Wales) Act 2015 and the Well-being of Future Generations (Wales) Act 2015. Government leadership is needed to ensure VAWDASV prevention is recognised a key area of work in fulfilling their duties under the Well-being of Future Generations (Wales) Act 2015.

In turn, we encourage the importance of meeting well-being goals the Well-Being of Future Generations (Wales) Act 2015 to be emphasised as part of meeting the duties of the VAWDASV (Wales) 2015 Act, when the VAWDASV strategy comes to be reviewed and renewed in 2021.

Welsh Women’s Aid has communicated regularly that the indicators of Well-Being of Future Generations (Wales) Act 2015 align to VAWDASV prevention with the well-being goals, as well as being integral to the Sustainable Development Goals.



A more prosperous Wales - In England and Wales, it is estimated that domestic abuse alone costs at least £66 billion per year,² with sexual violence offences costing another £12.2 billion,³ and FGM another £100 million in costs of care.⁴ This is not to mention the costs of other forms of violence against women, such as sexual exploitation and trafficking, and so-called honour-based abuse.⁵

Most of this cost relates to the emotional and physical harm experienced by survivors. In addition, those who experience violence will be adversely affected in both education and work. Each year, one in ten victims of partner abuse takes time off work as a result of the abuse. By incorporating approaches to prevent VAWDASV, Wales will be more prosperous both with regard to public spending, and also in terms of personal ability to earn, learn and succeed.

A Wales of cohesive communities - VAWDASV and cohesive communities are interlinked. Tackling violence against women will lead to safer communities. In addition, violence against women can result in the further social exclusion of already marginalised groups, for example Black and minoritised communities, refugees, and lesbian, gay, bisexual and transgender (LGBT+) communities. Tackling VAWDASV will challenge social stigma, which will promote inclusiveness and better community ties.

A more equal Wales - Unequal power in relationships, attitudes and norms accepting abuse and gender inequality underpin VAWDASV. Tackling VAWDASV will lead to greater equality between men and women in Wales. This includes a society that enables people to fulfil their potential no matter what their background or circumstances.

A healthier Wales - A society in which people's physical and mental well-being is maximised and in which choices and behaviours that benefit future health are understood. The World Health Organisation has stated that violence against women is a 'global health problem of epidemic proportions'. By prioritising the prevention of VAWDASV and the protection and support of those impacted, Wales will see a positive increase to the nations' physical and mental health, reduction in problematic substance use, as well as improved resilience and recovery from trauma associated with VAWDASV and adverse childhood experiences.

2 Home Office (2019) 'The economic and social costs of domestic abuse'
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/772180/horr107.pdf
[accessed 20.02.2020]

3 Estimated costs of rape (£4.8bn) and 'other sexual offences' (£7.4bn) in 2015-16, based on an estimated offence total of 121,750 and 1,137,320, respectively - *The economic and social costs of crime - Second edition*. Home Office: London.
Available at
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/732110/the-economic-and-social-costs-of-crime-horr99.pdf

4 NHS England (2018) 'Commissioning services to meet the needs of women and girls with FGM', available at:
<https://www.england.nhs.uk/wp-content/uploads/2018/04/commissioning-services-to-meet-the-needs-of-women-and-girls-with-fgm-1.pdf>

5 Figures for these could not be found.





A resilient Wales: a more equal Wales will arguably lead to a nation which allows the full participation of women in all aspects of public and private life. Therefore, more of the population will be able to contribute to the resilience of the natural environment.

A globally responsive Wales: VAWDASV is a worldwide issue, and many legal instruments have been produced to protect the human rights of the women adversely affected by these issues. By Wales utilising the recommendations in these instruments (e.g. fulfilling requirements of the Istanbul Convention), Wales will be globally responsive and at the forefront of developing good practice in this area.

Welsh Women's Aid has welcomed that VAWDASV has been recognised by the Future Generations Commissioners office including within the Equalities chapter in the 2020 report⁶ however the embedding of a response to VAWDASV across the well-being objectives and an understanding of an alignment of duties within public bodies across Wales has remained limited.

Strategic leaders and commissioners, that often reference the well-being objectives in strategies and funding tenders, do not often effectively align these to their duties regarding prevention under the VAWDASV (Wales) Act 2015. As such, there is minimal leadership, commitment and investment in the prevention of VAWDASV despite its links outlined above to the well-being objectives.

2. The resources available to public bodies to implement the Act and how effectively they have been deployed.

We welcome and appreciate the efforts made to inform public bodies of the duties under both the Violence Against Women, Domestic Abuse, Sexual Violence (Wales) Act 2015 and the Well-being of Future Generations (Wales) Act 2015, particularly in documents from the Commissioner such as *A Journey to a More Equal Wales*.⁷

The Welsh Government Statutory VAWDASV Commissioning Guidance⁸ and Local Strategy Guidance⁹ make clear reference to the Future Generation principles and guidance including the Framework for Service Design, 5 ways of Working and alignment with the local Well-being Assessment. These provide a message to strategic leaders, commissioners and service providers that their should be alignment however more clarity is needed in Welsh Government statutory guidance (for both Acts) as to how these principles are to be embedded.

Sustainable, collaborative and long-term principles focused on prevention are hard to embed within short term funding streams. For the effective deployment of the principles of the Act, there needs to be longer term investment and funding models that build sustainability. Within VAWDASV, this is a commitment of Welsh Government within their National VAWDASV Strategy 2016-2021, however is

⁶ <https://www.futuregenerations.wales/wp-content/uploads/2020/06/Chap-3-Equal.pdf>

⁷ <https://www.futuregenerations.wales/wp-content/uploads/2019/11/FINAL-Equality-Wales-Topic-2.pdf>

⁸ <https://gov.wales/sites/default/files/publications/2019-05/statutory-guidance-for-the-commissioning-of-vawdasv-services-in-wales.pdf>

⁹ <https://gov.wales/sites/default/files/publications/2019-06/guidance-for-local-strategies.pdf>





yet to be delivered on. Welsh Women's Aid has set out in our report Time to Act on Sustainability¹⁰ how this can be achieved by national and local public bodies. A sustainable funding model for VAWDASV specialist services is situated within the principles of long term, collaborative and integrated approach to primary, secondary and tertiary prevention.

Feedback from the VAWDASV specialist sector highlights that these principles are not embedded within commissioning practices at present. At present the strategic commitments to the principles are not being delivered in practice through the sustainable resourcing of preventative approaches to VAWDASV. Welsh Government and the Commissioner need to provide leadership and oversight to ensure that this gap between strategy and practice is addressed, if the aims of the Act is going to be achieved.

5. Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.)

Both Brexit and the COVID-19 pandemic have had devastating long-term impacts on the people both the Violence Against Women, Domestic Abuse, Sexual Violence (Wales) Act 2015 and the Well-being of Future Generations (Wales) Act 2015 are legislated to protect and support.

Brexit

We are concerned about the far-reaching impact of Brexit on survivors of Violence Against Women, Domestic Abuse and Sexual Violence (VAWDASV). These concerns also have huge implications for meeting the well-being goals of the Well-Being of Future Generations (Wales) 2015 Act. Our key concerns as Welsh Women's Aid around Brexit are:

- Increasing poverty rates for women, putting them further at risk if they are living with or moving on from violence and abuse
- Financial hardship common for women post separation¹¹
- The threat to EU women's rights to public services if they are unable to apply for EU settled status
- The threat of the loss of basic human rights that EU legislation has progressed and protected, as uncertainty remains over the future of the Human Rights Act.

In a recent briefing we made the following recommendations to Welsh Government to help mitigate some of the effects of these concerns.



Brexit and VAWG briefing - updated 2

¹⁰ <https://www.welshwomensaid.org.uk/wp-content/uploads/2020/11/State-of-the-sector-2020-PDFdesign.pdf>

¹¹ The Economics of Abuse, S Davidge and L Magnusson, page 4 <https://www.womensaid.org.uk/wp-content/uploads/2019/03/Economics-of-Abuse-Report-2019.pdf>





COVID-19

As with our concerns around Brexit, the effects of COVID-19 have huge implications for both the safety of survivors and the sustainability of specialist services, and the ability of public bodies to meet the well-being aims of the Well-Being of Future Generations (Wales) 2015 Act.

We have recently produced a briefing¹² outlining the effects of the COVID-19 pandemic and actions which must be taken in the short, medium and long-term to help mitigate these effects and prepare for future developments.

Successful implementation of the Act and plans for the protection and safety of survivors are key in solving these barriers. Rather than these events being seen as a reason to compromise or slow on implementation. In the forward of the May 2020 report, *So What's Different*,¹³ looking at the sustainable development principle examinations, carried out under the Well-being of Future Generations (Wales) Act 2015, The Auditor General wrote, *“the best public sector leaders will recognise that the ways of working it sets out – planning for the long term, preventing problems, working with and listening to others and taking a broader perspective – are sound principles for dealing with whatever challenges the future might hold.”*

This is the approach as Welsh Women’s Aid we champion in regards to the eradication of Violence Against Women, Domestic Abuse and Sexual Violence. The barriers facing successful implementation can only be removed with successful implementation.

6. How to ensure that the Act is implemented successfully in the future.

If Well-being of Future Generations (Wales) 2015 Act is going to see successful implementation in the future all public bodies will have to clearly see the role they play in its success. This can be achieved in a number of ways:

- Public bodies not only understanding their impact, but also understanding the positive impact the well-being goals will have on their wider work. Work needs to be carried out to ensure a bridging of the gap between strategic references of the principles and putting into practice and resourcing sustainable, collaborative, involved, integrated, long-term approaches.
- Ensure that strategic guidance for the Well-Being of Future Generations (Wales) 2015 Act clearly aligns and outlines to public body’s duties under the VAWDASV (Wales) 2015 Act with an emphasis on how these duties support one another.
- Embedding of the principles of sustainability, long term and collaboration within budgets, ending the short termism of funding and allowing for a focus on prevention.

¹² <https://www.welshwomensaid.org.uk/wp-content/uploads/2020/10/WWA-short-med-long-COVID-briefing.pdf>

¹³ <https://www.audit.wales/system/files/publications/Well-being-of-Future-Generations-report-eng.pdf>





- Welsh Government and the Commissioner to provide greater leadership and monitoring of public bodies to ensure practice as well as strategies adhere to the principles as set out with statutory guidance.

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Llywodraeth Cymru
Welsh Government



Ymateb Ymgynghoriad

Ymgynghoriad y Pwyllgor Cyfrifon Cyhoeddus: Rhwystrau i weithredu Deddf Llesiant Cenedlaethau'r Dyfodol yn llwyddiannus

Cyflwyniad

1. Rydym yn croesawu'r cyfle i gyfrannu at yr ymchwiliad pwyllgor hwn. Yn gyntaf, mae'n bwysig nodi ein bod yn credu bod Deddf Llesiant Cenedlaethau'r Dyfodol yn ddarn arloesol o ddeddfwriaeth – yr ydym yn gwbl ymrwymedig i'w gweithredu'n llwyddiannus. Roeddem yn llwyr ddisgwyl y byddai darn mor drawsnewidiol o ddeddfwriaeth – gyda'r bwriad o newid y diwylliant a'r ffordd y mae pob corff cyhoeddus yn gweithio – yn cymryd amser i'w weithredu'n llawn ond mae arwyddion ei fod yn dechrau ennill momentwm yng Nghymru.
2. O'n profiad o weithio gyda chyrrff cyhoeddus eraill, rydym yn gwybod bod newid diwylliant yn anodd. Rydym yn gweithio mewn byd hynod gymhleth, cyflym ac ansicr, ac felly gall fod yn anodd cynllunio ar sail tymor hwy – hynny yw, cynllunio gan gadw cenedlaethau'r dyfodol mewn cof – pan fo anghenion cenedlaethau'r presennol mor bresennol ac amlwg. O'r profiad hwnnw, rydym wedi nodi'r hyn yr ydym yn ei ystyried yn rhai o'r rhwystrau allweddol i'w gweithredu.

Ymwybyddiaeth a dealltwriaeth o'r Ddeddf a'i goblygiadau.

3. Mae yna beth tystiolaeth o gamddechongli'r nodau a'r bwriad polisi y dylai'r holl nodau fod yn berthnasol i'r holl swyddogaethau. Er enghraifft, rydym wedi profi enghreifftiau o gamddechongli'r nod **Cymru Gydnerth** drwy ein sgysiau â chyrrff cyhoeddus eraill ac wrth fod yn bresennol ar Fyrddau Gwasanaethau Cyhoeddus fel aelodau. Enghraifft o hyn yw'r canfyddiad o'r term 'cydnerthedd', sy'n golygu cymunedau cydnerth yn unig, nid amgylchedd naturiol cydnerth a all barhau i gefnogi anghenion cymunedau, ar hyn o bryd ac yn y dyfodol.
4. Amlygir y mater hwn yn adroddiad pum mlynedd Comisiynydd Cenedlaethau'r Dyfodol a'i lunio fel argymhelliad allweddol. Rydym yn awyddus i weithio gyda Chomisiynydd Cenedlaethau'r Dyfodol i sicrhau bod gwell dealltwriaeth o nod Cymru Gydnerth. Bydd ein gwaith Gweledigaeth 2050 yn allweddol i hyn, fel y bydd yr Adroddiad ar Sefyllfa Adnoddau Naturiol nesaf yn 2021, a fydd yn cynnwys rhai negeseuon cryf ynghylch y camau cymdeithasol sydd eu hangen i gyflawni Cymru gydnerth.

5. Mae gan gyrff cyhoeddus ddyletswydd bioamrywiaeth dan Ddeddf yr Amgylchedd (Cymru) – ac mae llawer wedi ymateb yn dda i'r ddyletswydd honno. Ond mae angen ystyried hon ochr yn ochr â'r diffiniad ehangach o'r nod Cydnerthedd, fel y gallwn gyflawni ar gyfer llesiant cymdeithasol, economaidd, diwylliannol ac amgylcheddol – yn hytrach na thrin y ddyletswydd fel gofyniad unigol.
6. Canlyniad camddehongli'r nodau yw nad yw cyflawniad wedi'i alinio'n llawn – ac nad felly yw cynnydd tuag at Gymru gynaliadwy fel y nodir yn y Ddeddf. Mae'r gofyniad ar y pwynt pum mlynedd hwn i Fyrddau Gwasanaethau Cyhoeddus adnewyddu eu hasesiadau a chynlluniau llesiant lleol, ac i gyrff cyhoeddus adolygu eu hamcanion llesiant, yn sbardun defnyddiol ar gyfer adolygiad yn erbyn geiriad y nodau, i wirio'r ddealltwriaeth o bob nod. Rydym wedi ymrwymo i wneud hyn yn Cyfoeth Naturiol Cymru wrth inni ddatblygu ein cynllun corfforaethol newydd a'i amcanion llesiant. Bydd yn cynnwys buddsoddi mwy o amser ar draws ein cyfarwyddiaethau ar ailystyried yr hyn y mae pob un o'r nodau llesiant yn ei olygu i ni. Byddwn hefyd yn gweithio gyda'n partneriaid, gan gynnwys ar Fyrddau Gwasanaethau Cyhoeddus, i wneud hyn, yn arbennig o ran cefnogi dealltwriaeth o amgylch y nod Cymru Gydnerth.
7. Mae Cyfoeth Naturiol Cymru yn rhagweld y bydd Datganiadau Ardal (a gyhoeddwyd ym mis Mawrth 2020) yn helpu i gefnogi cyrff cyhoeddus i ddeall eu rôl ehangach mewn perthynas â nod Cymru Gydnerth a'r cyfraniad y mae stociau iach o adnoddau naturiol yn ei wneud i'r nodau eraill. Rydym yn gweithio gyda Llywodraeth Cymru i adnewyddu canllawiau ar gyfer asesiadau llesiant lleol Byrddau Gwasanaethau Cyhoeddus, er mwyn sicrhau bod y broses yn ymgorffori Datganiadau Ardal a'r Adroddiad ar Sefyllfa Adnoddau Naturiol sydd ar ddod mewn modd priodol.

Yr adnoddau sydd ar gael i gyrff cyhoeddus i roi'r Ddeddf ar waith a pha mor effeithiol y cawsant eu defnyddio.

8. Rydym yn “cynllunio” dros y tymor hir – fel y gwelir yn ein cynllun corfforaethol a'n cydweledigaeth 2050 arfaethedig ar gyfer yr amgylchedd naturiol – ond gall setliad y gyllideb flynyddol effeithio o hyd ar ein gallu i gyflawni'r cynllun tymor hir hwnnw yn ôl yr angen.
9. Mae'r rhybudd byr a geir ar gyfer setliadau ariannol a gosod cyllidebau blwyddyn yn effeithio ar allu cyrff cyhoeddus i gynllunio a meddwl ar gyfer y tymor hir. Gall hyn arwain at wneud penderfyniadau tymor byr - er enghraifft, i wneud unrhyw arbedion gofynnol - ac ofn arloesedd, methiant a risg (ofn rhoi cynnig ar rywbeth newydd).
10. Rydym yn cydnabod bod hyn yn broblem i Cyfoeth Naturiol Cymru. Mae gennym setliad cyllideb cymorth grant blwyddyn ac rydym wedi gweld gwir doriadau blynyddol yng nghyllidebau cymorth grant a chyfalaf ar gyfer cyfnod cyfredol y cynllun corfforaethol. Mae hyn, ynghyd â newidiadau mewn pensiynau, yswiriant gwladol ac ati, yn golygu bod ein cynllunio cyllideb ariannol ar gylchred flynyddol. Gosodwyd cysail gyda'r cyllidebau mynegiannol dwy flynedd ar gyfer y celfyddydau

a chwaraeon, a'n dewis fyddai i setliadau tymor hwy gael eu halinio i amseriad ein cynllun corfforaethol.

11. Er bod hyn yn anochel yn cyflwyno rhai heriau i gyrff cyhoeddus wrth gyflawni eu dyletswydd i wneud cynllunio tymor hir, dylid cydnabod hefyd bod mwyafrif helaeth yr arian yn gymharol sefydlog ac y gellid cynllunio dros y tymor hir ar y sail honno, pe bai cyrff cenedlaethol wirioneddol yn croesawu'r Ddeddf fel rhan o'u busnes craidd.
12. Ar hyn o bryd, mae Cyfoeth Naturiol Cymru yn y broses o newid ein prosesau cynllunio corfforaethol a busnes, gan gynnwys sut rydym yn cynllunio ac yn dyrannu adnoddau. Gwneir hyn bellach trwy broses o gynllunio 'lle' a 'gwasanaeth' – rydym yn gwneud cynnydd tuag at ddyrannu adnoddau staff a chyllideb yn dilyn cytundeb ar flaenoriaethau rhwng Penaethiaid Busnes, Gwasanaeth a Lle. Wrth wneud hynny, rydym yn ystyried anghenion lleol, gan gynnwys ein rôl ar Fyrddau Gwasanaethau Cyhoeddus ledled Cymru.
13. Disgwylir i gyrff cyhoeddus gyfuno cyllidebau â'u partneriaid ar Fyrddau Gwasanaethau Cyhoeddus er mwyn cydweithredu'n effeithiol. Gan mai Cyfoeth Naturiol Cymru yw'r unig gorff cyhoeddus sy'n rhan o bob un o'r 19 Bwrdd Gwasanaethau Cyhoeddus, mae gennym gyfle allweddol i arwain y ffordd ar hyn. Fodd bynnag, mae heriau mawr o hyd o ran galluogi ein systemau ariannol i wneud hynny. Yn 2018/19, gwnaethom ddatblygu polisi, gweithdrefn a strategaeth grantiau newydd gyda'r bwriad o'n galluogi i ddefnyddio ein mecanweithiau cyllid grant i gefnogi'r blaenoriaethau a'r cyfleoedd a nodir yn ein cynlluniau corfforaethol a busnes, cynlluniau llesiant Byrddau Gwasanaethau Cyhoeddus, a'r Datganiadau Ardal.
14. Gwnaethom nodi mecanwaith grant ein "cyllid strategol a ddyrannwyd" fel un ffordd y byddwn yn cefnogi cyfuno ein hadnodd ag aelodau'r Byrddau Gwasanaethau Cyhoeddus. Fodd bynnag, nid yw'r Bwrdd Gwasanaethau Cyhoeddus ei hun yn endid cyfreithiol ar gyfer dal cyllidebau – mae angen i'r cyllidebau hyn gael eu dal gan sefydliad sy'n "lletya" a gall hyn herio cydweithio, gan roi pwysau gweinyddol ychwanegol ar y sefydliad sy'n lletya. Gellid adolygu cyfansoddiad y Byrddau Gwasanaethau Cyhoeddus mewn perthynas â hyn.
15. Yn gysylltiedig â'r problemau ariannol a chaffael hyn yw'r her ganlynol, sef er bod cynnydd wedi cael ei wneud i gyd-lunio cynlluniau llesiant, nid yw rhai o'r blaenoriaethau a benderfynwyd fel Bwrdd Gwasanaethau Cyhoeddus yn flaenoriaeth i bob sefydliad. Lle mae hyn yn digwydd, mae'n dod yn anodd iawn i'r sefydliadau eraill hyn gymryd rhan lawn – ac nid yw hyn yn arwain at y newid a ragwelir o dan y Ddeddf.
16. Er enghraifft, rydym yn gwybod, er mwyn cynyddu ein hymateb i'r argyfyngau hinsawdd a natur, bod ffocws ar yr agweddau cymdeithasol yn allweddol i ysgogi newid i'r gweithgareddau bob dydd sy'n gyrru'r pwysau ar yr hinsawdd a natur. Yn

hytrach na mynd i'r afael â phroblemau fesul sector trwy reoleiddio, mae angen edrych yn fwy sylfaenol ar ailgynllunio'r systemau sy'n creu'r problemau hyn. Mae hynny'n golygu edrych ar y ffordd yr ydym yn byw yng Nghymru a sbarduno newid diwylliannol i sefydlu cysylltiad gwell rhwng bodau dynol a'r amgylchedd yn gyflym. Bydd hyn yn gofyn am barodrydd a gallu i ddod ag amrywiaeth eang o weithredwyr at ei gilydd, gan gynnwys grwpiau'r sector preifat a gwirfoddol, neu bydd yn parhau i fod yn anodd edrych drwy lens systemau a phrosesau ehangach.

Cymorth a ddarperir i gyrff cyhoeddus gan Gomisiynydd Cenedlaethau'r Dyfodol.

17. Rydym bob amser wedi croesawu'r cymorth a'r her a ddarperir gan Gomisiynydd Cenedlaethau'r Dyfodol. Un enghraifft o'r fath fu'r gyfres o adroddiadau at wraidd materion ar lefel y Byrddau Gwasanaethau Cyhoeddus sydd wedi cael cymorth gan Gomisiynydd Cenedlaethau'r Dyfodol. Roedd ein rhan yn adroddiad at wraidd mater Cwm Taf ar brofiadau niweidiol yn ystod plentyndod, er enghraifft, yn brofiad gwyach ac fe wnaeth helpu'r bartneriaeth i gael dealltwriaeth gliriach o'r materion cymhleth, gan ddangos lle mae gan randdeiliaid ehangach na'r arfer rôl gyfrannol i'w chwarae.
18. Teimlwn fod swyddfa Comisiynydd Cenedlaethau'r Dyfodol yn rhoi'r cydbwysedd cywir o her ac anogaeth. Fodd bynnag, byddem yn annog y comisiynydd i fod yn gliriach ynghylch cadernid ac arwyddocâd y sylfaen dystiolaeth sy'n cefnogi ei chanfyddiadau. Rydym yn deall bod llawer o'r syniadau hyn yn cael eu cymathu o'r amrywiaeth o sgysiau a sesiynau ymgysylltu a gynhaliwyd – sy'n adnodd ansoddol pwysig – yn ogystal ag adolygiadau llenyddiaeth. Wrth ddadansoddi a chyflwyno'r data hyn, mae'n bwysig cydnabod ffynonellau, ac unrhyw dybiannau sydd efallai wedi cael eu gwneud. Mae dulliau sefydledig ar gyfer deall patrymau mewn data ansoddol y gellid eu defnyddio'n well yn ein barn ni. Mae angen datblygu'r syniadau hyn hefyd yng nghyd-destun a gwybodaeth y rhwystrau a heriau cyfreithiol i'w gweithredu.
19. Rydym yn deall bod dull y comisiynydd i newid ymddygiadol wedi bod trwy annog camau hawdd a bach. Rydym bellach yn ystyried bod angen newid trawsnewidiol sylweddol – yn enwedig wrth wynebu her ddeuol yr argyfyngau hinsawdd a natur. Tan yn fwy diweddar, mae graddfa'r newid wedi cael ei bychanu gennym ni i gyd oherwydd yr angen canfyddedig i beidio â dychryn pobl.
20. Yn aml, mae adroddiadau Comisiynydd Cenedlaethau'r Dyfodol yn hir a gallant fod yn heriol i'w darllen. Byddem yn cefnogi gwaith swyddfa'r comisiynydd dros y pum mlynedd nesaf i ddarparu cefnogaeth fwy ymarferol, wedi'i thargedu i gyrff cyhoeddus i helpu i oresgyn rhai o'r rhwystrau i weithredu. Gallai hyn fod ar ffurf mwy o ymarferion o fath "gorchwyl a gorffen", er enghraifft – gan weithio gyda Swyddfa Archwilio Cymru a sefydliadau ariannol i ailgynllunio rhannau o'r gwasanaeth cyhoeddus sy'n gofyn am foderneiddio, paratoi at y newid yn yr hinsawdd, ac adeiladu'r economi adfywiol y mae arnom ei hangen yng Nghymru. Ein cyngor, yn unol â'n Hadroddiad ar Sefyllfa Adnoddau Naturiol sydd ar ddod, fyddai canolbwyntio ar drawsnewid cymdeithasol ar draws y systemau ynni, bwyd a

symudedd, yn ogystal ag alinio prosesau cynllunio corfforaethol a chyllidebu ar draws cyrff cyhoeddus i gefnogi datblygu a chyflawni canlyniadau a rennir yn well.

Rôl arwain Llywodraeth Cymru.

21. Mae gan Lywodraeth Cymru rôl arwain bwysig i'w chwarae ar draws pob adran i ddangos sut maen nhw'n integreiddio eu huchelgeisiau polisi ac yn cymhwyso'r egwyddor datblygu cynaliadwy ar draws popeth maen nhw'n ei wneud. Nid ydym eto'n gweld mabwysiadu 'Rheoli Adnoddau Naturiol yn Gynaliadwy' fel cysyniad polisi trosfwaol, sy'n ymgorffori'r ffyrdd o weithio a amlinellir yn Neddf Llesiant Cenedlaethau'r Dyfodol ar draws yr holl adrannau, ac sy'n arwain diben craidd Cyfoeth Naturiol Cymru. Mae angen mwy o arwain ar y cyd – i helpu integreiddio ar draws timau polisi.
22. Mae craffu ar Fyrddau Gwasanaethau Cyhoeddus yn faes lle gall rhagor o gymorth neu hyfforddiant fod yn fanteisiol. Rydym wedi bod yn rhan o rai prosesau craffu'r Byrddau Gwasanaethau Cyhoeddus, ac yn cwestiynu a oes digon o ddealltwriaeth o ofynion Deddf Llesiant Cenedlaethau'r Dyfodol a rôl y Byrddau Gwasanaethau Cyhoeddus yn hyn o beth. Rydym hefyd yn cwestiynu a oes digon o gynrychiolaeth/gwybodaeth amgylcheddol i herio'n llawn ar draws gofynion y Ddeddf – er enghraifft, fel y nodir uchod o ran bwriad y nod Cymru Gydnerth. Dylai'r canlyniadau cymdeithasol, economaidd, amgylcheddol a diwylliannol gael eu cynrychioli a'u pwysoli'n briodol gan y pwyllgorau craffu i roi her deg. Byddem yn fodlon gweithio gyda Llywodraeth Cymru a Chomisiynydd Cenedlaethau'r Dyfodol ar unrhyw hyfforddiant neu arweiniad yn hyn o beth.

Unrhyw rwystrau eraill rhag gweithredu'r Ddeddf yn llwyddiannus (e.e. Brexit, COVID, ac ati).

23. Mae COVID-19 a chyfyngiadau symud cysylltiedig wedi bod yn ddinistriol i ffyniant iechyd a'r economi ledled Cymru ac wedi gwneud gweithio ar y cyd yn heriol. Er nad ydym eisiau lleihau'r effaith hon, mae'r sefyllfa hefyd yn cael ei hystyried fel gwir gyfle i wella pethau – trwy, er enghraifft, yr asesiadau effaith gymunedol a gynhaliwyd trwy'r Byrddau Gwasanaethau Cyhoeddus a'r rôl gynyddol y mae manau gwyrdd a natur wedi'i chwarae wrth gefnogi iechyd corfforol a meddyliol. Mae'r dystiolaeth a'r syniadau a gyflwynwyd i'r Tasglu Adferiad Gwyrdd diweddar yn adlewyrchu hyn. Rydym hefyd yn deall y bu newid yn y ffordd y mae cyrff cyhoeddus wedi gallu ymgysylltu â chymunedau wrth ymateb i'r argyfwng hwn. Dylid adeiladu ar y pethau cadarnhaol hyn wrth inni ddechrau 2021.
24. Bydd Brexit yn rhoi gwahanol fathau o bwysau ar ddarparu gwasanaethau cyhoeddus – yn enwedig mewn ardaloedd gwledig – wrth inni symud i ffwrdd o'r Polisi Amaethyddol Cyffredin. Mae angen i ni barhau i groesawu'r ffyrdd o weithio yn Neddf Llesiant Cenedlaethau'r Dyfodol i sicrhau ein bod yn addasu ac yn cefnogi newid tymor hir.

Sut i sicrhau bod y Ddeddf yn cael ei gweithredu'n llwyddiannus yn y dyfodol

25. Credwn fod tri maes allweddol i'w parhau i helpu i weithredu'r Ddeddf yn llwyddiannus:
26. **Cefnogi newid diwylliant parhaus** fel ymdrech tymor hir. Mae Cyfoeth Naturiol Cymru eisoes wedi bod drwy adolygiad sylfaenol o'n strwythur sefydliadol yn unol â'n diben craidd, sydd wedi'n helpu i ystyried a fframio ein gwaith o amgylch Deddf Llesiant Cenedlaethau'r Dyfodol. Er ei bod wedi bod yn heriol i Cyfoeth Naturiol Cymru reoli newid sefydliadol sylweddol, rydym bellach yn ei ddefnyddio i gefnogi cyflawni ein diben newydd yn sylfaenol o dan Ddeddf yr Amgylchedd (Cymru) (a ddyluniwyd i gyfrannu'n allweddol at Ddeddf Llesiant Cenedlaethau'r Dyfodol). Mae hyn wedi arwain at newid cadarnhaol o ran gweithredu a hunaniaeth Cyfoeth Naturiol Cymru.
27. Efallai na fyddai cyrff cyhoeddus eraill wedi cael y fantais o'r ddeddfwriaeth a'u sefydlodd yn cael ei hadolygu neu ei hadnewyddu yng ngoleuni Deddf Llesiant Cenedlaethau'r Dyfodol. Efallai y bydd angen hyn er mwyn sicrhau y ceir y newid diwylliant sydd ei angen. Mae cyfle hefyd i gynllunio corfforaethol ac ariannol ar draws cyrff cyhoeddus gael ei alinio'n well i gefnogi datblygu a chyflawni canlyniadau a rennir.
28. **Sgiliau ar gyfer y Dyfodol** – Mae angen mwy o waith cydweithredol i ddatblygu'r sgiliau a'r ymddygiadau sydd eu hangen arnom yng Nghymru i gyflawni nodau Deddf Llesiant Cenedlaethau'r Dyfodol. Rydym wedi buddsoddi'n fewnol yn ein cwrs achredu Rheoli Adnoddau Naturiol yn Gynaliadwy, sy'n cynnwys archwiliad sgiliau a chynllun gweithredu ar gyfer staff unigol. Gofynnir i staff dynnu sylw at y sgiliau y maen nhw'n teimlo sy'n bwysig i Reoli Adnoddau Naturiol yn Gynaliadwy / Deddf Llesiant Cenedlaethau'r Dyfodol a sgorio'u hunain yn erbyn y rhain. Yna dilynr hyn gyda chynllun gweithredu yn eu Cynlluniau Datblygu Personol.
29. **Parhau i geisio cael cyd-fanteision trwy ddarparu a rheoli perfformiad** – Bydd yn bwysig parhau i sicrhau bod unrhyw wasanaeth yn cyflawni'r ystod ehangaf o gyd-fanteision posibl – nid i wasanaethu'r gofynion hynny a nodir yn y ddeddfwriaeth sylfaenol yn unig. Mae hyn yn debygol o achosi cyfnod anhrefnus o her gyfreithiol wrth i ni weithio trwy'r galw i'r gwasanaethau hyn fynd y tu hwnt i'r hyn y mae'n ofynnol iddynt ei wneud yn gyfreithiol. Yn ymarferol, mae hefyd yn ei gwneud hi'n ofynnol i bopeth a wnawn gael ei fesur o ran lles cymdeithasol, diwylliannol, amgylcheddol ac economaidd, ac mae angen symud tuag at fframwaith canlyniadau mwy integredig ar gyfer yr holl adroddiadau. Bydd craffu manylach ar wneud penderfyniadau yn erbyn y fframwaith hwn yn helpu i arwain at newid.



Consultation Response

Senedd Public Accounts Committee consultation: Barriers to the successful implementation of the WFG Act

Introduction

1. We welcome the opportunity to feed into this committee inquiry. First it is important to state that we believe the Well-being of Future Generations Act is a ground-breaking piece of legislation – on which we are fully committed to its successful implementation. We wholly expected that such a transformative piece of legislation – intended to change the culture and the way that all public bodies work – would take a while to fully implement but there are signs that it is beginning to gain momentum in Wales.
2. From our experience of working with other public bodies, we know that the culture change is hard – we are working in an immensely complex, fast paced, and uncertain world, and as such it can be difficult to plan more long term – to plan with future generations in mind – when the needs of current generations are so present and stark. From that experience we have identified what we consider are some of the key barriers to implementation.

Awareness and understanding of the Act and its implications.

3. There is some evidence of misinterpretation of both the goals and the policy intention that all goals apply to all functions. For example, we have experienced the misinterpretation of the **Resilient Wales** goal through our conversations with other public bodies and our attendance as members of PSBs. An example of this is the perception of the term 'resilience' meaning resilient communities alone, not a resilient natural environment that can continue to support the needs of communities, now and in the future.
4. This issue is highlighted in the Future Generation Commissioner's 5-year report and drawn out as a key recommendation. We are keen to work with FGC to ensure that there is better understanding of the Resilient Wales goal. Our Vision 2050 work will be key to this as will the next State of Natural Resources Report (SoNaRR) due in 2021, which will contain some strong messages around the societal actions needed to deliver a Resilient Wales.

5. Public bodies have the biodiversity duty under the Environment (Wales) Act – and many have responded well to that duty. But this needs to be considered alongside the wider Resilience goal definition – so that we can deliver for social, economic, cultural and environmental well-being - rather than treating the duty as a stand-alone requirement.
6. The consequence of the misinterpretation of the goals is that, delivery is not fully aligned and hence progress towards a sustainable Wales as set out in the Act. The requirement at this 5-year point for PSBs to refresh their local well-being assessments and well-being plans, and for public bodies to review their well-being objectives, is a useful trigger point for a review against the wording of the Goals, to check the understanding of each goal. We are committed to doing this in NRW as we develop our new corporate plan and its well-being objectives. It will include investing more time across our directorates on revisiting what each of the well-being goals means for us. We will also work with our partners, including at PSBs to do this, particularly supporting around understanding of the Resilient Wales Goal.
7. NRW anticipates that Area Statements (produced March 2020) will help to support public bodies to understand their wider role in relation to A Resilient Wales goal and the contribution healthy stocks of natural resources make to the other goals. We are engaged with work with Welsh Government on the refresh of guidance for PSBs local well-being assessment, to ensure the process appropriately embeds Area Statements and the forthcoming State of Natural Resources Report (SONARR).

The resources available to public bodies to implement the Act and how effectively they have been deployed.

8. We “plan” over the long term – as evidenced through our corporate plan and proposed shared 2050 vision for the natural environment - but our ability to deliver as required to meet that long-term plan can still be impacted by the annual budget settlement.
9. The short notice of financial settlements and the setting of one-year budgets impact on the ability of public bodies to plan and think for the long term. This can lead to short-term decision-making – for example, to meet any required savings - and a fear of innovation, failure and risk (fear to try something new).
10. We recognise this as an issue for NRW. We have a 1-year GiA budget settlement, to which we have seen real annual cuts in GiA and Capital budgets for the current corporate plan period. This coupled with changes in pensions, NI etc. means our financial budget planning is on an annual cycle. Our preference would be for longer term settlements aligned to the timing of our corporate plan.

11. Whilst this inevitably presents some challenges to public bodies in fulfilling their duty to carry out long-term planning, it should also be recognised that the vast majority of funding is relatively static and long-term planning could be undertaken on that basis, if national bodies are genuinely embracing the Act as part of their core business.
12. NRW is currently changing our corporate and business planning processes, including how we plan and allocate resources. This is now done through a process of 'place' and 'service' planning - we are making progress towards staff and budget resources being allocated following agreement on priorities between Heads of Business, Service and Heads of Place. In doing so we are taking into account local needs including our role on Public Services Boards across Wales.
13. Public bodies are expected to pool budgets with their PSB partners in order to collaborate effectively. As NRW is the only public body that sits on all 19 PSBs, we have a key opportunity to lead the way on this. However, there are still challenges in enabling our financial systems to do that. In 2018/19 we developed a new grant policy, procedure and strategy which is intended to enable us to use our grant funding mechanisms to support the priorities and opportunities set out in our corporate and business plans, PSB Well-being Plans, and Area Statements.
14. We identified our "strategic allocated funding" grant mechanism as one way that we will support the pooling of our resource with PSB members. However, the PSB itself is not a legal entity for holding budgets, these budgets need to be held by a "host" organisation and this can provide a challenge to joint working putting an additional administrative burden on the host organisation. The constitution of PSBs with respect to this could be reviewed.
15. Linked to these financial and procurement issues, is the challenge that whilst progress has been made to co-produce well-being plans, some of the priorities decided as a PSB aren't every organisation's priority. Where this happens, it becomes very hard for these other organisations to fully engage – which doesn't engender the change envisaged under the Act.
16. For example, we know that to scale up our response to the climate and nature emergencies, a focus on the social aspects is key to leveraging change to the everyday activities that are driving pressures on climate and nature. Rather than addressing problems sector by sector through regulation, a more fundamental look at redesigning the systems creating these problems is needed. That means looking at the way we in Wales live and leveraging cultural change to rapidly establish a better fit between humans and the environment. This will require a willingness and capacity to bring a range of actors together, including private and voluntary sector

groups, otherwise it will continue to be hard to look through the lens of wider systems and processes.

Support provided to public bodies by the Future Generations Commissioner.

17. We have always welcomed the support and challenge provided by the Future Generations Commissioner. One such example has been the series of Deep Dives at the PSB level that have been supported by the FGC. Our involvement in the Cwm Taf PSB Deep Dive on Adverse Childhood Experiences, for example, was a great experience and helped the partnership get a clearer understanding of the complex issues, and where wider than usual stakeholders have a contributory role to play.
18. We feel that the Office gives the right balance of challenge and encouragement. We would encourage the Commissioner to set out the robustness and significance of the evidence base that support her findings. We understand many of the ideas are assimilated from the range of conversations and engagement sessions conducted – which is an important qualitative resource – as well as literature reviews. In analysing and presenting this data it is important to acknowledge sources, and any assumptions that may have been made. There are established methods for drawing out patterns in qualitative data that we'd suggest could be better utilised. There is also a need to take these ideas forward in the context and knowledge of the legal barriers and challenges to implementing them.
19. We understand the Commissioner's approach to behaviour change has been through encouraging small easy steps. We now consider that significant transformational change is required – particularly to meet the dual challenge of the climate and nature emergencies. The scale of change has, up to more recently, been underplayed by us all, because of the perceived need not to scare people.
20. FGC reports are often long and can provide a challenge to digest. We would support the work of the Commissioner's office over the next 5 years in providing practical, targeted support to public bodies to help overcome some of the barriers to implementation. This could take the form of more "task and finish" type exercises for example - to work with WAO and financial institutions to redesign parts of the public service that require modernisation, climate proofing, and to build the regenerative economy that we require in Wales. In line with our forthcoming State of Natural Resources Report our suggested focus would be on social transformation across the Energy, Food and Mobility systems, as well as aligning corporate planning and budgeting processes across public bodies to better support development and delivery of shared outcomes.

The leadership role of the Welsh Government.

21. Welsh Government have an important leadership role to play across all Departments to show how they are integrating their Policy ambitions and applying the SD principle across everything they do. We are not yet seeing the adoption of ‘Sustainable Management of Natural Resources’ as an overarching policy concept, which embeds the ways of working outlined in the WFG Act across all departments, and guides NRW’s core purpose. More collective leadership is needed – to help integration across policy teams.
22. Scrutiny of PSBs is an area that further support or training may be beneficial. We have been involved in some of the PSB scrutiny processes and question if there is sufficient understanding about the requirements of the WFG Act and what the role of PSBs is in that. We also question whether there is enough environmental representation/knowledge to fully challenge across the requirements in the Act, for example, as set out above the intention within the Resilient Wales Goal. The social, economic, environmental and cultural outcomes should be appropriately represented and equally weighted at Scrutiny to give fair challenge. We would be happy to work with WG/FGC on any training/guidance in this regard.

Any other barriers to successful implementation of the Act (e.g. Brexit, COVID, etc.).

23. COVID-19 and associated lockdowns have been devastating to the health and economic prosperity across Wales and have made collaborative working challenging. Whilst not wanting to diminish this impact, it is also seen as a real opportunity to “build back better” for example, such as the community impact assessments undertaken through the PSBs and the increased role greenspace and nature has played in supporting physical and mental health. The evidence and ideas submitted to the recent Green Recovery Task Force reflect this. We also understand that there has been a shift in the way in which public bodies have been able to engage with communities in responding to this crisis. These positives should be built on as we move into 2021.
24. Brexit will put different kind of pressures on the delivery of public services – particularly in rural areas – as we move away from the Common Agricultural Policy. We need to continue to embrace the ways of working in the WFG Act to ensure that we adapt and support long term change.

How to ensure that the Act is implemented successfully in the future

25. We believe there are three key areas to continue to help the successful implementation of the Act:
26. **Supporting ongoing culture change** – it’s a long-term endeavour – here in NRW we have already been through a fundamental review of our organisational structure in line with our core purpose which has helped us to

consider and frame our work around WFG. Whilst it has been challenging for NRW to manage significant organisational change, we are now using it to fundamentally support the delivery of our new purpose under the Environment (Wales) Act (which was designed to be a key contributor to the WFG). This has resulted in a positive shift in terms of both implementation and identity for NRW.

27. Other public bodies may not have had the benefit of their establishment legislation being reviewed or renewed in light of the WFG. This may be needed in order to make the culture change needed. There is also an opportunity for corporate and financial planning across public bodies to be better aligned to support development and delivery of shared outcomes.

28. **Skills for the Future** – More collaborative work is needed to develop the skills and behaviours that we require in Wales to deliver the Goals of the WFG Act. We have invested internally in our SMNR accreditation course which includes a skills audit and action plan for individual staff. Staff are asked to highlight the skills that they feel are important for SMNR/WFG and score themselves against these. This is then followed up with an action plan in their Personal Development Plans.

29. **Continuing to seek co-benefits through delivery and performance management** – It will be important to continue to ensure any service is delivering the widest range of co-benefits possible – not just to service those requirements set out in the underlying legislation. This is likely to cause a chaotic period of legal challenge as we work through the demand for these services to go above and beyond what they are legally required to do. In practice, it also requires everything that we do to be measured in terms of social, cultural, environmental and economic well-being, and a move toward a more integrated outcomes framework for all reporting is needed. Stronger scrutiny of decision making against this framework will help lead to change.

Public Accounts Committee Inquiry: Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015 – WWF Cymru response

1. WWF Cymru very much welcome the Public Accounts Committee's inquiry into the implementation of the Act. An independent review will contribute greatly to the discussion and analysis around the Act's implementation. It is essential continued analysis on implementation takes place to reflect and review what is a complicated piece of legislation to interpretation and hence implementation is diverse which may affect overall impact of the Act in Wales. We hope this inquiry will identify common themes around good practice and challenges, recommendations for improvements and progress to improve the Act's impact in Wales and move us closer to a country fit for future generations. We also hope it will recognise the third sectors vital role in the Act's success.
2. WWF Cymru has been a leading third sector organisation in the development of the Act and also in the assessment of its implementation by Welsh Government and the Future Generations Commission. We have sought involvement and collaborated with stakeholders through these phases and developed evidence bases to support our work. These include:
 - established and chaired the Sustainable Development Alliance to enable a collaborative approach within third sector to the development and influencing of the Act
 - member of the Welsh Governments Reference Group in development of the Bill
 - undertook analysis of Welsh Governments Wellbeing Objectives and Programme for Government; analysis of Welsh Government fiscal budgets for impact of Act
 - involvement in content for The Future Generations Commissions 2020 Report
 - Senedd committee sessions on implementation of the Act including Equality, Local Government and Communities Committee session with Future Generations Commission
 - developed methodology and evidence base on implementation of the Act:

A 'game-changer' for future generations? Welsh Government's response to the Well-being of Future Generations Act (June 2017)

<https://www.wwf.org.uk/sites/default/files/201811/Welsh%20Government%20WBFGA%20Annual%20Report%20Jan%202018%20web.pdf>

All Together: Pointers for action from the Wellbeing of Future Generations New Year Workshops (April 2018)

https://www.wwf.org.uk/sites/default/files/201811/WFG%20Workshops%20Report%20FINAL%2035951_Enq_PRESS_QUALITY_WEB.pdf

Enabling Effective Voluntary Sector Participation in Sustainable Development (May 2020)

https://wcva.cymru/wp-content/uploads/2020/06/Enabling-Effective-VS-Participation-in-SD-Report_final_Feb-2020.pdf

Wales Nature Crisis: Recommendations for an Immediate Emergency Response (Feb 2020)

https://www.wwf.org.uk/sites/default/files/202002/WWF%20CYMRU_Report_Wales%20Nature%20Crisis_2020_0.pdf

A Welsh Food System Fit For Future Generations (March 2020)

https://www.wwf.org.uk/sites/default/files/2020-03/WWF_Full%20Report_Food_Final_3.pdf

This experience and evidence base will inform our response to the Committee questions.

Awareness and understanding of the Act and its implications.

Public

3. WWF Cymru anticipates the public knowledge of the Act is low because from what we know there has been limited public engagement programmes or campaign by Welsh Government. The Wellbeing Future Generations Act is closely related to the Sustainable Development Goals (SDGs) and therefore a review of other countries approach to implementation of sustainable development highlights strategies and programmes that are possible.
4. This is highlighted by a recent review *Stakeholder Engagement and the 2030 Agenda* United Nations (April 2020)
https://sustainabledevelopment.un.org/content/documents/2703For_distribution_Stakeholder_Engagement_Practical_Guide_spreads_2.pdf
5. This includes an example of the Republic of Korea who encouraged raising public awareness and creating multi-stakeholder ownership of the SDGs through the inclusion of content addressing Official Development Assistance (ODA) and the SDGs in textbooks for primary and secondary school students. The Korea Foundation for Advancement of Science and Creativity, in association with the Ministry of Education, has supported 40 teams of Teachers' Research Associations of Education for Sustainable Development, in which teachers and students voluntarily form groups to study sustainable development. The government is also carrying out national campaigns for the SDGs and has expanded funds for sending more youth to the project sites of international development cooperation.
6. It would be very useful for the Welsh Government to provide a compendium of the work it has undertaken to engage with public on the Act and the SDGs, the impact and its plans for the future.

Third sector

7. The *Enabling Effective Voluntary Sector Participation in Sustainable Development (May 2020)* report highlights the journey of the third sector's involvement in the Act. Key findings included was there was an absence of a dedicated institutionalised mechanism for third sector to engage with Welsh Government on its legislation. WWF Cymru has led several initiatives seeking to ensure continued strategic voluntary sector involvement. These include its continued financial support and leadership for the SD Alliance to coordinate a collective voluntary sector voice around the Act and its development of a series of workshops with Welsh Government officials and voluntary sector stakeholders during 2018 and -19 to 'forge a common understanding' of how Act implementation by WG could be progressed and communicated. These workshops were intended to 'lay the foundations for more effective and productive involvement of voluntary sector stakeholders in future.'
8. The SD Alliance members welcome the fact that the need for greater voluntary sector involvement in Act implementation has been recognised by WG. Since that report the Deputy Minister and Chief Whip Jane Hutt made a commitment to setting up a stakeholder forum to advise Welsh Government on implementation. Welsh Government held a series of sessions on the scope and purpose however, there has been no publication that we know of on the outcome of that work. In WWF Cymru's view there still exists therefore a gap in the involvement of third sector in Welsh Government implementation of the Act.

Welsh Government

9. In July 2107 A *'game-changer' for future generations? Welsh Government's response to the Well-being of Future Generations Act* report's overall assessment found that "Despite there being some pockets of good practice, the approach to the Act is inconsistent across Government activity. There is little evidence as yet, that the WBFGA frame is driving decision making, policy development or delivery across Welsh Government, or that traditional modes of operation are being altered as a result of the legislation. Overall, the findings of the research suggest **there is no systematic, coherent approach by WG to implementing the WBFGA**".
10. Consequently WWF Cymru collaborated with Welsh Government to explore via a series of workshops to "forge a common understanding of how recognisable progress in Welsh Government's implementation of the Act can be achieved and clearly shown. It was to involve a joint examination of **steps for improvement and to lay the foundations for more effective and productive involvement of third sector stakeholders in future**".
11. The workshops focused on the need for a 'whole government' response: requiring sustained effort through strong leadership and well co-ordinated management of crucial developments in:
 - policy processes, such as impact assessment
 - delivery tools, such as procurement
 - building teams' understanding and capability in the new approaches, such as consideration of future trends
 - tackling some of the difficult challenges associated with the Act, such as how to achieve stronger policy integration and effective collaboration across departments and Cabinet portfolios;
 - how to better involve people affected by policies and better collaborate with stakeholder organisations;
 - how to maintain focus and continuity of effort in areas where progress towards outcomes inevitably extends beyond Government terms; how to enable a shift towards primary prevention in policy approaches.
12. Since this report was published WWF Cymru is not aware of a formal update on what Welsh Government has been doing regarding these implementation improvements. We would welcome the Committee investigating how the Welsh Government has progressed on these areas.
13. Of particular importance to WWF Cymru was the finding that "Goals 2 and 7 (A Resilient Wales and A Globally Responsible Wales) are not widely enough understood or considered. This needs to be remedied, not least because of their importance for ensuring the long term wellbeing of future generations and environment on which they will depend. When levels of understanding in these areas are poor, teams will find it difficult to give a clear and credible account of progress towards them. As policy teams interact more with each other in their integration".
14. WWF Cymru and other environmental organisations consider the implementation of the Act, certainly in the first 3 years of implementation to have had too much focus on social sustainability aspects and not enough of environmental sustainability. In our view this undermines the purpose of the Act and internationally recognised definition of sustainable development.
15. The Oxfam Doughnut report 2020 findings would suggest that the Act has not yet made a significant difference to outcomes of environmental indicators: "it also shines a light upon the degradation of our local and global ecosystems. We live on a fragile planet which is under increasing stress to the extent that we

are transgressing a number of planetary boundaries – clearly, this cannot continue. Whilst for some of the environmental indicators considered in this report, discrete data does now exist at the Wales level, there are others where this is not the case. Whilst there have been encouraging improvements in the overall level of air quality across Wales (although these are likely to still be above the recommended upper limit in some urban areas of Wales) and in ozone depletion, in other environmental areas the picture is far from positive.

16. In two of the planetary boundaries that can be downscaled to a UK or Welsh level – climate change and land-use change – we not only fail but fail spectacularly. In the case of climate change planetary boundary emission limits in Wales are exceeded by 455% and in land-use change the UK figure is 200%. We are also facing an ecological emergency with one in six species in Wales at risk of extinction”.<https://oxfamilibrary.openrepository.com/bitstream/handle/10546/620979/rr-welsh-doughnut-2020-sustainability-social-justice-010320-en.pdf?sequence=1>
17. We have noticed over the last year or so more visibility of environmental issues within Future Generations Commissions messaging and Welsh Government has placed more value on environment in it’s decision making. The decision not to proceed with M4 relief road and prioritising biodiversity and climate in budget process are indicators of this. We hope this continues and strengthens (see response Q6).

Support provided to public bodies by the Future Generations Commissioner.

18. Whilst support has been provided to public bodies there has been little support or resourcing for third sector from either Welsh Government or Future Generations Commission. The development of understanding of the Act and capacity to support its implementation has to be generated from within the third sector. WWF Cymru for example has used considerable resources to develop evidence base and push for involvement of third sector in implementation to be recognised as valuable. We feel this should be something that is resourced by Welsh Government and Future Generations Commissions as we see in many other countries. More details on how this has been achieved in past in Wales see *Enabling Effective Voluntary Sector Participation in Sustainable Development (May 2020)* and for how other countries fund and support this see *Stakeholder Engagement and the 2030 Agenda* United Nations (April 2020)

How to ensure that the Act is implemented successfully in the future.

19. *Oxfam Welsh Doughnut 2020* recommendations

The implementation and governance of policy should consider:

- The implications of current economic policies such as regional economic strategies including City Deal and Growth Deal which may not be either desirable or sustainable.
- A greater role for the foundational economy.
- The appropriateness of traditional economic metrics such as Gross Domestic Product and GVA.
- Place-based approaches as a means of involving citizens in developing local democratic solutions.
- Empowering young people and other disenfranchised groups, including providing them with political education.

- Improving the accessibility of existing datasets that collect discrete Welsh data

20. Calls to Action

Wales' anti-poverty coalition calls on the next Welsh Government to urgently tackle the poverty and environmental crises by:

- Producing a tackling poverty strategy which delivers a decent standard of living for everyone whilst living within our environmental limits
- Reviewing the effectiveness of the Well Being of Future Generations Act to ensure that everyone in Wales has a decent standard of living whilst living within our environmental limits. This includes a National Conversation with our current and future generations
- Focus economic policies on well being economics to address our poverty and environmental crisis

21. Enabling Effective Voluntary Sector Participation in Sustainable Development calls for

Institutionalised channel for voluntary sector input around Expert Advice and Scrutiny of Wellbeing Future Generations Act implementation preferable via a expert multi stakeholder forum to advise Welsh Government.

22. Welsh Governme support for an independent voluntary sector (or civil society) coalition focussed on the well-being of future generations is the best way to enable voluntary organisations to contribute into the Forum. These actions would address the pointers for action of the All Together report for more effective, transparent communication and collaboration between Welsh Government and voluntary sector stakeholders. It would also increase capacity within the voluntary sector to engage with other key partners in support of SD including the Future Generations Commissioner.

23. A Welsh Food System Fit For Future Generations demonstrates creating a sustainable food system is essential for delivery of the goals of the Act. One of the first steps in achieving this is the establishment of a Food Commission to bring stakeholders together and design a strategy.

24. Setting of Milestones Vital for implementation of the Act is the setting of milestones. The Act Clause 10 states:

(3) The Welsh Ministers must set milestones in relation to the national indicators which the Welsh Ministers consider would assist in measuring whether progress is being made towards the achievement of the well-being goals.

(4) In setting a milestone the Welsh Ministers must specify—

(a) the criteria for determining whether the milestone has been achieved (by reference to the value or characteristic by which the indicator is measured), and

(b) the time by which the milestone is to be achieved.

25. 5 years into the Act implementation these have still not been set. This is a significant gap in the Welsh Government's approach its essential this gap is addressed. We recommend that these are set in collaboration with third sector and other stakeholders. The recommended expert stakeholder forum would provide an effective way of undertaking this collaboration in setting milestones.



Vivienne Harpwood, Cadeirydd / Chair

Ffôn / Phone: [REDACTED]

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**Carol Shillabeer, Y Prif Weithredwr /
Chief Executive**

Ffôn / Phone: [REDACTED]

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30th November 2020

Nick Ramsay MS
Chair of the Public Accounts Committee
Welsh Parliament
Cardiff Bay
Cardiff
CF99 1SN

Dear Mr Ramsey,

Evidence Submission from Powys Teaching Health Board to the Public Accounts Committee inquiry into the Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

1. I am pleased to provide this written evidence to contribute to the Public Account Committee's inquiry.

Context

2. Powys Teaching Health Board (PTHB) serves a population of approximately 133,000 people, across three broad geographies in North Powys, Mid Powys and South Powys.
3. Powys makes up a significant footprint in the rural heartland of Wales, covering a large geographical area which makes up a quarter of the landmass of Wales, but with only 5% of the population of Wales. This makes it one of the most sparsely populated areas.
4. Powys borders England and all but one of the other health boards in Wales. As an entirely rural County with no major conurbations and no acute general hospitals, it is one of the most deprived areas in Wales for access to services. People have traditionally had to travel outside the County for many services, including secondary and specialist healthcare. Cross border links are a crucial part of the socio-economic life of Powys.
5. There are generally good health and well-being outcomes in Powys with a greater sense of community and satisfaction with life when compared to the national average. There are, however, pockets of deprivation and health inequalities, with low income employment and hidden poverty. Five Lower Super Output Areas are among the most deprived 30% in Wales, clustered around the main market towns with

higher residential populations. A child born in the most deprived area will live 10 years less than a child in the most affluent. (For sources refer to Powys Well-being Assessment <https://en.powys.gov.uk/article/5794/Full-Well-being-assessment-analysis>).

Awareness and understanding of the Act and its implications

6. The Act has been effectively communicated across the health board and is one of the elements of the strategic context that informs the strategic planning and partnerships in Powys.
7. There are of course other pieces of legislation that also act as a key driver, for example the Social Services and Well-being Act. These two pieces of legislation have to be understood together (and in the context of other policy and guidance). They also have to be transacted in different ways, as each required separate mechanisms to be established, in the Public Services Board and the Regional Partnerships Board.
8. In Powys, the Regional Partnership Board agreed a set of Powys outcomes and shared well-being objectives as part of the long term Health and Care Strategy first published in 2017, 'A Healthy Caring Powys'. This followed extensive engagement with residents and stakeholders and was the first health and social care strategy to be launched in Wales.
9. This in turn is set in the context of the inter-generational Powys Well-being Plan, Towards 2040. This is overseen by the Powys Public Service Board and sets out twelve steps towards a sustainable and thriving Powys.
10. There has been regular communication within the health board and with other statutory bodies and partnerships since publication of the Act, supported by self assessments and audit which has ensured a continued review and refresh of the use of the Act.
11. The Covid-19 pandemic has had an impact on the profile and use of the Act this year. This included the suspension of the annual NHS Wales Planning Framework and Integrated Medium Term Plans. These were replaced by Quarterly Operational Planning frameworks. These frameworks were intrinsically shorter term and focused on immediate service delivery.
12. This year the Future Generations Commissioners Office (FGC) produced 'Report 2020'. This provided useful areas to focus on going forward, for example the health board's Environment and Sustainability team have used the findings to inform a draft Estates Framework which could be adapted as a blue print for departments to deliver against the Act.

13. As the focus shifts back to longer term recovery and strategy, it will be necessary to reframe and refresh awareness and understanding of the Act and its ongoing translation into practice. It is one of several pieces of legislation that will inform the longer term view.

The resources available to public bodies to implement the Act and how effectively they have been deployed

14. The Act did not provide specific or additional financial resources however statutory bodies have existing resources to be used in accordance with its strategic plans, in the context of legislative and policy requirements. The Future Generations Act is not the only legislative driver but is an important component in setting the long term, collaborative approach in Powys, as demonstrated in 'A Healthy, Caring Powys'.
15. Welsh Government Transformation Funding and other funding such as the Integrated Care Fund (ICF) indirectly provides a source of resources which can be used to support delivery against the Act. This was not provided specifically for this however there is a close link between transformation objectives and the principle of sustainable development, well-being goals and the Five Ways of Working.
16. For example, the North Powys Well-being Programme has been successful in obtaining Transformation funding for its first phase and this is critical in developing a sustainable Powys Model of Care based on our shared long term Well-being Objectives.
17. The health board has also developed a draft Estates Framework which is considering how resources are used, against the Well-being Goals and Five Ways of Working.

Support provided to public bodies by the Future Generations Commissioner

18. There are a wide range of resources available from the Future Generations Commissioner's office including resources accessible online. They have been shared widely for use in the health board for strategic planning, research and development.
19. The Future Generations Commissioner also led a Self Assessment process in 2018/2019 which enabled a mapping exercise against a 'Journey Checker' and contributed to the development of the health board's Integrated Medium Term Plan.
20. The health board was also supported by the Future Generations Commissioner to develop its Well-being Objectives as part of its long term strategy. This was a key part of the development of a collaborative approach to health and care and set the foundation for the North Powys Well-being Programme.
21. The Welsh Audit Office, now Audit Wales, have also carried out an examination of the application of the Act in the North Powys Well-

being Programme. It provided helpful feedback and was positive in its findings.

22. The Future Generations Commissioner's 'Report 2020' also provided a broad but helpful view of progress against the Act and highlighted areas to focus future work.

The leadership role of the Welsh Government

23. The Act is one of a number of legislative instruments that the Welsh Government promote and embed into policy and planning frameworks. For example, it is one element reflected in the NHS Wales Planning Framework and 'A Healthier Wales'.
24. The plurality of legislation and policy by its nature drives a complex and multiple set of requirements, often with differing structures and reporting routes, such as the establishment of Regional Partnership Boards and Public Service Boards. There are also multiple policy lead requirements on specific health conditions and category led approaches such as planned care or winter protection. These have multiple structural and delivery requirements and do not normally reference back to the Act.
25. Some areas are communicated with a stronger focus in specific circumstances, for example decarbonisation is an increasing priority in relation to capital developments.
26. There is an opportunity for the national policy and legislative requirements to have greater alignment and for policy to have shared cross cutting goals.
27. The annual NHS Wales Planning Framework and the Integrated Medium Term Plans were suspended this year as a result of the response to the Covid-19 pandemic. The Quarterly Operational Planning Frameworks have been focused on immediate delivery during the Covid-19 pandemic and have not explicitly referenced the wider legislative background including the Act.
28. Moving forward, the re-introduction and reframing of actions that deliver the ambition of the longer term strategy will be key to the ongoing management of the pandemic and its wider societal and inter-generational impacts.

Any other barriers to successful implementation of the Act

29. There are barriers that are common across sectors and some specific challenges.
30. Common barriers are the complex and multiple legislative and policy requirements as noted previously. These lead to differing structural and reporting requirements which can create competing priorities and are resource intensive at regional and local levels.

31. Partnership working is intrinsically complex particularly where it is focused on transformational, large scale whole system changes. The opportunities are greatest in the partnership arena however these at times come with the most difficult challenges in terms of cultural and structural differences and considerations. The Regional Partnership Board and Public Services Board are helpful delivery mechanisms to support implementation of the Act.
32. For Powys, there is also the complexity of the cross border relationship and the further consideration of the legislation and policy requirements in England, which impact on the health and care provision for residents of Powys.
33. The response to the pandemic has necessitated a faster, more immediate frame of reference and the institution of emergency measures and ways of working. The ongoing management and recovery from the pandemic will require both this immediacy and a longer term view. This will be challenging and complex and it will be crucial to be as streamlined and consistent as possible on policy priorities.
34. The ongoing response to the pandemic and its impacts is likely to continue, for a significant period of time, with significant effects on the wider determinants of health that will be experienced for generations.
35. There is no avoiding the fact that the decisions we make now affect future generations and that will not change. Sustainability should be at the heart of everything we do and enable us to better face future challenges, even those as unexpected as a pandemic.
36. As noted in 'Report 2020', the individual, community and organisational responses to the COVID-19 crisis illustrated that we can adapt during extremely challenging times and that when we work together for the good of all, we can achieve great things.

How to ensure the Act is implemented successfully in the future

37. The turnaround and pace still required for the complex and interrelated plans and delivery for Covid and non-Covid healthcare remain significant. The impact on the capacity of the healthcare system to respond to legislation and policy does need to be carefully considered and balanced with the life-critical work needed at the current time.
38. There is also a need to refresh longer term strategy and goals so that the whole system responds to the longer term impact of the pandemic. Systemisation and regularisation of what has been learnt during the pandemic is critical so that we are able to write the learning into future policy, processes and protocols.

39. The pandemic shone a light on the importance of self-care, family, neighbour, carer and community support. Moving forward there is a unique opportunity to harness this experience and build a more holistic public service model. This has the potential to accelerate the Act by realising a sustainable, long term, model of well-being.
40. The public sector is however faced with a new challenge, to manage greater emergent complexity. This is likely to be a difficult and lengthy journey. The global pandemic is characterised by significant uncertainty and unknowns. It will be necessary to consider new ways of working across all aspects of public life.
41. The supporting mechanisms for legislative compliance will have to transform and adapt to enable progression. For example, the funding, contracting and commissioning arrangements will need to be reviewed and adapted to ensure that the opportunities grasped in this challenging time are not eroded by mechanisms that gradually force the system back into compliance with a framework that no longer provides the best outcomes for its citizens.
42. The key will be to use the Act as an enabler and part of a framework for recovery. As part of the wider consideration of impact and population needs, it will help to balance decisions and ensure that the adaptations made this year are built upon in a way that promotes sustainability and the furtherance of well-being.
43. It will continue to be important to understand local and regional differences. For example, whilst the pandemic has not impacted as strongly in Powys as other areas, there are signs already emerging that the wider socio-economic impact is hitting hard in Powys due to its rurality. Powys communities are experiencing the same set of restrictions on their lives often with greater isolation and a lower income and employment base.
44. The management and recovery from the impacts of the pandemic is a wide ranging and long term challenge, likely to have inter-generational effects on the way people live. Initial analysis by Powys County Council points to effects on the population of Powys over a very long period ahead. The full report 'Understanding the impact of Covid-19 in Powys' is available at <https://sway.office.com/sxfU525TCBDFv9PE?ref=Link&loc=play>
45. The key partnerships in Powys including the Regional Partnership Board and Public Services Board have begun to reframe key programmes and areas of work. A greater co-ordination and bringing together of statutory partnerships such as these will be helpful in building the longer term recovery. It will enable local bodies to focus resources on meaningful local engagement.
46. It will be important to maintain and build on this more meaningful, direct and transparent collaboration between and across agencies, communities and local geographies, to understand together, what we

want and need to focus on to ensure the well-being of current and future generations.

Yours sincerely

A handwritten signature in black ink that reads "Carol Shillabeer". The signature is written in a cursive style with a small flourish at the end.

Carol Shillabeer
Chief Executive



3rd December 2020

Dear Colleague,

Velindre University NHS Trust: Written Evidence to the Public Accounts Committee on its review of the Barriers to the successful Implementation of the Well-Being of Future Generations (Wales) Act 2015

1. Overview of the Trust

1.1 Velindre University NHS Trust (the Trust) provides a range of service across Wales including Blood and Transplantation services and non-surgical tertiary oncology services. It also hosts a number of NHS bodies including Health Technology Wales, NWIS and NHS Wales Shared Services Partnership (NWSP).

2. Awareness and Understanding of the Well-Being of Future Generations Act (the Act) and its implications

2.1 The Trust welcomes the Act and sees it as a pivotal piece of legislation that will support Wales in embracing the sustainability challenge. The Act operates at a variety of levels and its understanding varies at each level.

2.2 **Velindre University NHS Trust Board level:** a thorough understanding of the Act and its implications. This has been supported by regular meetings with the Future Generations Commissioner and support and information from the Commissioner's Office.

2.3 **Service level within the Trust:** a good understanding of the Act and the application of the useful set of policy guidance and tools regarding service design and delivery e.g. the 'Journey To a Well-Being Goal' which has made it easier to highlight operational changes, by providing tangible examples of the application of the Act; also pointing to good practice in other organisations and settings.

2.4 **Patients/donors/citizens:** our experience suggests there is a reasonable knowledge of general aim of the Act and what organisations should be doing with patients/donors/citizens to translate it into practice. This appears to be growing although we have no quantitative evidence available to support this currently.

2.5 **Staff:** a good and developing understanding of the Act and how to use it on a daily/tangible basis to make a difference from collaboration with partners to reducing

carbon emissions. This is assisted through the provision of tools/information from the Commissioner's Office and the Environmental Officer working across the Trust

3. Resources to Implement the Act

3.1 There has been investment across Wales to implement the Act. The Commissioners Office is an excellent facilitator/resource which can be called on to support understanding and action. Similarly, the wide range of information, education and digital resources are extremely useful.

3.2 Within the Trust, there is an Independent Member who is the Sustainability Champion, with the Director of Strategic Transformation, Planning and Digital having Board responsibility. The Trust utilises its allocated funding to invest in priorities/activities that will ensure it complies with the Act. More importantly, the Trust is ambitious and wishes to become an exemplar.

3.3 Additional resources at a number of levels would assist in accelerating the understanding of the Act amongst the Welsh public (e.g. schools curriculum; education); and its implementation. Within the Trust, additional resources would be welcomed in a number of areas:

- Availability of more tools/support from the Commissioner's Office/other bodies
- Further appointments to support the Director of Strategic Transformation, Planning and Digital and the Environmental Officer in providing additional support/knowledge/practical assistance throughout the Trust and help staff try things out.
- A small number of post across the Trust as practical change makers, supporting staff to engage with patients, donors and partners to identify and implement changes which make a difference
- Practical support form relationship managers potentially working across organisations at a regional level to provide additional capacity to support strategic developments

4. Support from Future Generations Commissioners Office

4.1 The Trust has received positive support from the Future Generations Commissioner office in the past year. This has included meeting with the Trust Board to discuss strategic developments; attendance at the sustainability themed Annual Staff Awards; discussions with the senior leadership team responsible for the Transforming Cancer Services

Programme regarding the framing of it within the Act; and various interactions with the office on practical guidance etc.

4.2 Given the breadth of the agenda, it would be beneficial if additional support was available from the Future Generations Commissioner Office and/or other agencies. For example:

- a person(s) assigned to work with an organisation(s) providing practical advice on strategic / operational developments;
- additional capacity provided to advise on ideas/opportunities and support the Trust / organisations in making the connections etc
- additional digital materials (training; tools; practical resources etc)

Leadership Role of the Welsh Government

4.3 The Act is a pioneering piece of legislation which sets progressive and ambitious goals. The Welsh Government have, and continue to take a leading role in championing its implementation through further policy, guidance and business processes. They are also progressing a range of complimentary legislation to really deliver a policy agenda which address a number of national issues such as equity; poverty; social inclusion e.g. through the introduction of the Socio-Economic Duty.

4.4 There are a number of areas where further Welsh Government leadership would enhance the ability to implement the Act. These include:

- Developing shared outcomes across organisations to enhance collaboration and ensure that Act is central in the design and delivery of services;
- Streamlining the number of requirements/targets to provide greater clarity, priority and precision and allowing organisations flexibility to explore innovative solutions in implementing services and the Act.
- Reducing potential duplication e.g. the Public Service Boards and Regional Partnership Boards cover two slightly different scopes. It might be advantageous to reduce the number of Boards etc and ensure the Act is central to everything
- Ensuring alignment within Government departments e.g. the opportunity to better align investment decisions, for example, Welsh Government Capital Business Cases, with the seven well-being goals and the five ways of working outlined within the Act. The All-Wales capital funding should be prioritised for investments which support the delivery of the Act and which improve the overall health and well-being of the population. Also ensuring the Act is valued and the investment decisions are not too skewed by financial considerations as they are easier to quantify.

- Lead the way in simple areas by becoming an exemplar itself

5. Barriers to Successful Implementation

5.1 There are a number of areas which could reduce/slow down implementation of the Act. These include:

- Capacity and capability within organisations which are extremely busy and often stretched.
- Too many other initiatives which get in the way / blur lines.
- Focus on today e.g. immediate pressures/targets which may distract from long-term / strategic views and decisions.
- Unknowns e.g. COVID/Brexit
- Incorrect use of key policy drivers e.g. incentives / dis-incentives on investment etc
- Cultural change will be difficult without more quick wins; incentives and correct policy drivers.
- Funding: whilst much of the Act is not related to funding/investment, future strategic capital investment will be required to effect a number of changes required in the future built environment.

6. Ensuring Successful Implementation in the Future

6.1 The Trust believes that good progress is being made in implementing the Act its acceleration, and the transition from legislation into normalised culture 'the way we do things around here' will be assisted by the potential developments identified previously in this paper.

6.2 A strong, clear and progressive Welsh Government policy agenda which encourages and rewards sustainable behaviours by organisations which doesn't focus simply on output targets, but outcomes and delivering broader social value, will be vital. This needs to be supported by bold, dynamic leadership where organisations are prepared to take risks in innovating. Finally, this requires space from policy-makers, Government and regulators to 'do the right thing' and 'not the easy thing' if we are to achieve the future envisaged by the Act.

Senedd Cymru Public Accounts Committee
Inquiry into Well-being of Future Generations (Wales) Act 2015
Public Health Wales' written evidence on
'Barriers to the successful implementation of the Act'

1. Introduction

- 1.1 This written submission is made to the Senedd's Public Accounts Committee prior to Public Health Wales' evidence session on 11th January 2021. The submission sets out Public Health Wales' views on the barriers to the successful implementation of the Well-being of Future Generations (Wales) Act 2015.
- 1.2 Public Health Wales exists to protect and improve health and well-being and reduce health inequalities for people in Wales. We work locally, nationally and, with partners, across communities with the aim of achieving a healthier future for Wales. Our seven strategic priorities/well-being objectives are: Influencing the wider determinants of health; Improving mental well-being and building resilience; Promoting healthy behaviours; Securing a healthy future for the next generation through a focus on early years; Protecting the public from infection and environmental threats to health; Supporting the development of a sustainable health and care system focused on prevention and early intervention; and Building and mobilising knowledge and skills to improve health and well-being across Wales.
- 1.3 As the national public health institute for Wales, Public Health Wales has played a key role in supporting the public, the Welsh Government, and the wider system during our unprecedented health protection response to the coronavirus pandemic. We have provided system leadership through specialist and expert public health advice; through timely information and intelligence; and by supporting key elements of the Welsh Government's Test Trace Protect Strategy.
- 1.4 We have also undertaken significant work around the wider implications of COVID-19 on population health, such as mental health and well-being, which has been developed through key areas of work including our National Public Engagement Survey, along with wider research, evaluation and international horizon scanning. In parallel to this work, essential public health services and functions have gradually been reactivated.
- 1.5 Public Health Wales' health protection response has involved the mobilisation of the full weight of the organisation's resources. It has been our highest priority since early 2020 and will remain so as the pandemic and our response evolves through the remainder of the year and into 2021.

2. Awareness and understanding of the Act and its implications

- 2.1 Public Health Wales recognises the Act is pivotal to improving population health and well-being, and tackling health inequalities. We believe that the Act has provided us with the framework for adopting a more transformational approach to the way we work.
- 2.2 To help us achieve the fundamental shift required by the Act, in 2016 we established the Health and Sustainability Hub. The purpose of the Hub is to support us internally to effectively embed the five ways of working and the goals within the Act. Externally, the Hub also provides support for our partners in implementing the Act and informing and supporting sustainable policy development and cross-sector working. The Hub supports the organisation through five broad areas of work:
- *Leading and informing*, for example, setting up the Procurement Champions internal working group to ensure that sustainability is a key part of Public Health Wales' work.
 - *Increasing reach and impact, with a collaborative approach* – for example the Hub led on the development of a Memorandum of Understanding with Natural Resources Wales, to enable greater collaboration and add value to existing ways of working.
 - *Development and innovation* – for example supporting a climate change Health Impact Assessment to identify the positive and negative impacts of climate change, the populations who may be affected, and any potential opportunities for the future.
 - *Monitoring and reporting* – for example working with the Future Generations Commissioner and Auditor General to evidence how Public Health Wales embedded the sustainable development principle in developing its long-term strategy and well-being objectives.
 - *Working with key stakeholders in Wales and Europe* – for example being a partner in the Joint Action on Health Equity Europe (JAHEE) Programme, working with European Partners to share information about embedding the Health in All Policies approach through the Act.
- 2.3 Our organisational processes enable the ways of working to be embedded in work programmes and projects across the organisation, and we capture our work on sustainable development as part of our organisational performance reporting.
- 2.4 To support our implementation of the Act, in 2017 we carried out a staff survey to measure awareness, understanding and engagement with the Act. At the time, we identified that 23% of staff were confident they understood what the Act meant for their role and the organisation and 56% of staff felt they were 'active advocates for the Act and had opportunities to apply the Act. The survey also provided us with insight as to the extent staff felt Public Health Wales demonstrated the five ways of working and we also identified that there was good understanding of the Act within our key corporate functions. We repeated this

survey in February 2020 to understand whether the Act was understood and embedded within the organisation. Of those that responded, 88% had an awareness of the Act and over three quarters had heard of the sustainable development principle. With regards to the five ways of working, staff reported that they felt progress had been made since the last survey in all five areas, with the greatest progress being made in relation to 'long-term'.

2.5. A range of Public Health Wales work is reflected in the Commissioner's 'Future Generations Report', including:

- The 'Our Space' project where 550 staff were transferred from 10 locations across South East Wales to No.2 Capital Quarter, Cardiff into a 'sustainable and collaborative workspace', with substantial carbon-savings
- The development of 'Be the Change' e-guides to help public bodies and their staff contribute to Wales' well-being goals through 'sustainable steps' in the workplace
- The internal environmental sustainability programme to promote sustainable working and reduce the organisation's carbon footprint
- WHO Collaborating Centre Directorate's work on 'Investment for Health and Well-being', including work with Oxfam Cymru on global citizenship training for health professionals
- Relationship with Arts Wales towards more integrated and collaborative work on culture and health in Wales

3. The resources available to public bodies to implement the Act and how effectively they have been deployed

3.1 Public Health Wales has been using the resources of the Office of the Future Generations Commissioner (e.g. self-reflection exercise and 'Art of the Possible'), Wales Audit Office (e.g. workshop on applying the sustainable development principle), and Welsh Government (e.g. guidance on Biodiversity Duty and decarbonisation of Welsh public sector).

3.2 Public Health Wales has also developed 'Be the Change' resources to target individual and team level behaviour change in the workplace. These resources have also helped to further raise awareness of the Act and have been shared with partner organisations.

4. Support provided to public bodies by the Future Generations Commissioner

4.1 Public Health Wales has benefited from the resources of the Office of the Future Generations Commissioner (as highlighted above). The organisation is also collaborating with the Commissioner on several areas of work, for example a joint post that supports long-term ways of working. Public Health Wales has also

participated in the Office's conferences and roundtable meetings for public bodies and wider stakeholders on a variety of themes, as well as producing resources in collaboration, such as a [Three Horizons toolkit](#). We have also supported the Commissioner's cross-sector Future Generations Leadership Academy, providing young people with opportunities to enhance their skills and develop a pool of future young leaders in Wales.

5. The leadership role of the Welsh Government

- 5.1 Welsh Government policies are framed around and aligned to the Act. Together with other legislation in Wales, such as the Public Health Act, the Social Services and Well-being Act and the Planning Act, we believe that Wales has an enabling policy context to protect and improve the health and well-being of the people of Wales.
- 5.2 Through *Prosperity for All*, Welsh Government has set out its commitment to health in all policies, by addressing the wider social and economic influences on health and well-being, such as education and employability, parenting and housing. *A Healthier Wales* provides a whole system approach to health and well-being, including on preventing illness, aligning to the seven well-being goals and the sustainable development principle.
- 5.3 Public Health Wales has utilised resources and guidance produced by Welsh Government to help us embed the Act. For example, we have followed Welsh Government guidance in developing our biodiversity plan (in response to the Environment (Wales) Act). Public Health Wales continues to monitor guidance and support being produced for public bodies to contribute to Welsh Government's low carbon plan, '*Prosperity for All: A Low Carbon Wales*'.

6. Any other barriers to successful implementation of the Act (e.g. Brexit, Covid-19, etc.)

6.1 COVID-19

- 6.1.1 Since February 2020, Public Health Wales' priority (along with that of other public bodies, including Health Boards) is the acute response to COVID-19 to protect population health and well-being. As a result, the organisation needs to reflect on what is feasible in the coming months and years, including around supporting the wider health-system in Wales to implement and embed the Act.

However, in organisational recovery Public Health Wales will ensure it embeds the sustainable development principle and advocates (and practices) a green and fair recovery.

6.2 Brexit

6.2.1 In January 2019, Public Health Wales published a [health impact assessment](#) of 'Brexit', which examines the potential effects on the short, medium and long-term health and well-being of people living in Wales. Ongoing uncertainty around Brexit could have significant impacts on population well-being and further compound the effects of the pandemic. The Act provides a framework to support Brexit (and pandemic) response and recovery, although this is problematic with current staff capacity focusing on acute pandemic response.

6.3 Short-term planning and financial cycles

6.3.1 Planning and financial cycles need to include a long-term focus, with clear milestones to improve accountability. This should also create more opportunities for collaborative working. In response to the Act, Public Health Wales developed a [long term strategy](#) covering 2018-30 and bringing together seven strategic priorities to improve health and well-being and reduce health inequalities.

7. How to ensure that the Act is implemented successfully in the future

7.1 In light of COVID-19, it may be necessary to revisit reporting (cross-legislation) and programme requirements (e.g. Office of the Future Generations Commissioner work-streams) on public bodies, to enable (much more limited) capacity to be directed towards responding to the Act, including acting upon the recommendations in reports to-date by the Commissioner and Auditor.

7.2 In collaboration with Kingston University, we recently published '[Implementing the Sustainable Development Principle](#)', which identified five evidence based recommendation to implement the five ways of working and achieve the well-being goals, as well as five daily practices to use as individuals, within teams, across organisations and systems.

7.3 Public Health Wales continues to work to embed the culture change required to implement the Act successfully. Through a recent staff survey, we have identified opportunities such as further raising understanding and awareness of team roles and contributions to the Act; strengthening our multi-agency working to develop longer term, collaborative projects that are innovative, more integrated and more focused on the needs of our population; and developing further resources around the social, cultural and economic aspects of sustainability, whilst continuing our work on environmental sustainability.

7.4 It is important to make a compelling case for investing in prevention to produce the best possible outcomes, utilising the strengths and assets which people and places have to contribute, including local communities. In 2016, Public Health Wales set out research evidence and expert opinion in support of preventing ill health and reducing inequalities in its '[Making a Difference](#)' report. Public Health Wales continues to undertake work to support investment in prevention, through the work of the WHO Collaborating Centre on Investment for Health and Well-being.

