

NETHERWOOD SUSTAINABLE FUTURES
Sustainable Governance Policy Practice



MarkLang
Consulting

WELL-BEING ASSESSMENTS IN WALES: OVERVIEW REPORT

A report commissioned by the Office of the
Future Generations Commissioner from:

Dr. Alan Netherwood
(Netherwood Sustainable Futures)

Dr. Andrew Flynn
(Cardiff University)

Dr. Mark Lang
(Mark Lang Consulting)

June 2017

Contents

	Executive Summary	3
1	Background	6
2	How did we review the Well-being Assessments?	8
3	Well-being ‘frames’	11
4	Place based perspectives	19
5	Interpreting data	24
6	Production of Assessments	31
7	Future Generations	36
8	Assessments and governance for sustainability – emerging themes and recommendations	39
	Appendix A – Reviewed material from PSBs	48
	Appendix B - References	51
	Appendix C –Reference Group contributors	52

About the authors:

Dr. Alan Netherwood has a wide range of consultancy experience helping the public sector and others to develop their thinking around the Well-being of Future Generations Act, including their corporate responsibilities, governance and partnership work. This includes support to Councils, Public Service Boards, Natural Resources Wales, University Health Boards, Welsh Government, Welsh Local Government Association and Public Health Wales. He is also an Honorary Research Fellow at Cardiff University exploring governance and sustainability. Contact: alan.netherwood@gmail.com

Dr. Andrew Flynn is an expert in the formulation of sustainable development policies and how they are delivered by different tiers of government, public and private bodies as well as civil society. He is a Reader in Environmental Policy and Planning at Cardiff University and has researched and published widely on sustainable development in Wales, techniques and methods for environmental analysis, and the communication of environmental knowledge. Contact: FlynnAC@cardiff.ac.uk

Dr. Mark Lang is socio-economic and public policy researcher with significant experience in policy development at local, regional and national levels. An expert in place-based sustainable local economic development and regeneration, he co- developed the Deep Place approach, an innovative place-based methodology for developing economically, socially, environmentally and culturally sustainable communities. He is an Honorary University Associate at the Sustainable Places Research Institute in Cardiff University. Contact: marklang2011@hotmail.co.uk

Executive Summary

1. Public Services Boards (PSBs) are new, statutory, local partnership bodies established through the Well Being of Future Generations Act (Wales) 2015 (WBFGA) to develop a collective approach to well-being planning and to deliver services to their communities. Part of this legislation requires these bodies to undertake a local well-being assessment and as a result develop wellbeing objectives and a plan to deliver them.
2. Key duties under the Act are for the PSBs to utilise the sustainable development principle in their planning and to consider how their work can maximise their contribution to seven national well-being goals. A major part of this legislation is for PSBs to plan for local well-being to meet “*the needs of the present ... without compromising the ability of future generations to meet their own needs*”. These aspects of the WBFGA are what make this approach unique and distinct from previous approaches to local public service planning.
3. In November 2016 we were commissioned by the Office for the Future Generations Commissioner (OFGC) to review each of the nineteen well-being assessments (WBAs) being produced by the PSBs across Wales. This involved our team developing a robust methodology to review the draft Assessments, provide advice to the Commissioner on the work, engage with stakeholders involved in the assessment process across Wales and support the OFGC in their dialogue with PSBs. The aim of this advice has been to help the PSBs improve their approach to the assessment and the well-being planning process.
4. Our team has been given unique insight into the WBAs undertaken across Wales, and the views of those involved. It has enabled us to produce this report, which provides an overview of key issues emerging from this activity.
5. This report focuses on six aspects of the well-being assessments: the ‘frames’ being used by PSBs to explore, describe and assess well-being; their place-based perspectives; how PSBs have interpreted data; how WBAs have been produced; and the extent to which these partnerships are exercising their duties to focus on future generations as well as current generations in their work.
6. This is the first time that there has been a statutory duty on PSBs and their constituent organisations to develop a whole area approach to understanding and measuring well-being in their locality. Overall, we found that PSBs have found producing WBAs difficult to manage. As a result, PSBs are playing ‘safe’ in how they are approaching well-being; well-being is perceived as a variant of a weak form of sustainable development. Such an approach makes it particularly difficult to undertaking systematic thinking of future generations, the long-term and trade-offs between policies, generations and resources.
7. We found that in many cases the ‘frame’ of how PSBs approached well-being – the data that was collected, and the topics which ‘illustrated well-being’ produced a narrow and shallow picture of well-being in the PSB areas and for individual communities. Many WBAs provided little understanding of significance, localised impacts or adequacy of current interventions to address well-being challenges. We also found a major focus on well-being deficits or problems, and only limited focus on local assets which determine well-being. We suggest that these narrow and shallow frames and focus on deficits will inevitably limit the policy debate about what well-being means in localities.
8. The WBFGA is very clear about the need for Assessments to focus on well-being from a *place based perspective*. We found some sound emerging practice to develop a deeper

understanding of individual communities through community profiles, but very limited interpretation of the significance of spatial differences of major policy challenges across the PSBs areas. The WBAs suggest a limited understanding of well-being from a place based perspective. This needs to be developed by PSBs.

9. Our findings suggest that PSBs need to develop their skills in interpreting and analysing data, integrated thinking, to overcome policy silos and particularly in approaching long term thinking from the perspective of future generations. The implications and significance of strategic challenges and opportunities, such as an ageing population, climate resilience, welfare reform, post Brexit funding and the impact of city deals are often unclear in the WBAs.
10. Our work has offered us insight into how the WBAs have been produced .We suggest that PSBs differed in how they viewed the draft Assessments – ranging from a compliance step in meeting the requirements of the Act – to a strategic tool , to help their decision making and to be invested in over time. We suggest that work needs to be done to avoid a compliance culture around well-being planning and to broaden out discussion on different meanings of well-being than those traditionally used in public service planning.
11. PSBs have a legal duty to think about their responsibility towards future generations. The majority of PSBs however provided little insight in their WBAs on the impact of future trends on strategic and multi-generational policy challenges, or thinking specifically of the well-being of future citizens and or well-being in particular communities in coming decades,. We provide a number of models in this report which may help PSBs to develop reflective and reflexive approaches¹ to well- being planning, which consider multiple perspectives on policy challenges including those of current *and* future generations.
12. The shift in focus required by the WBFGA is clearly a challenge to public service providers in Wales and their partners. There are a number of national and regional bodies which will need to provide support to policy communities to assess well-being more deeply and from multiple perspectives. This will require a shift in the way that they work with PSBs too. We make some suggestions about the way these organisations can contribute to a more nuanced approach to well-being assessment in Wales.
13. In its conclusion, this report focuses on well-being assessments and plans as governance tools for sustainable development. It sets out a series of challenges for those involved in well-being planning to explore as WBAs evolve in response to the WBFGA. These challenges are show in the Table 1 below.
14. The WBFGA gives us licence of explore much better and more sustainable ways to deliver well-being at a local level. WBAs are a major opportunity to reframe our public services to promote sustainability and deliver better outcomes for both current and future generations. We hope that some of the content of this report helps those involved in well-being planning to reflect on the fitness of our current activity and that these actors can implement some of the changes needed to deliver the step change envisioned by the Act.

¹ Reflective – where efforts are made by policy actors to recognize side effects and seek multiple perspectives before making decisions on the best possible choice

Reflexive – a more self-aware and critical mode of thinking that is open to multiple perspectives, continually questioning the ends and means of policy (Stirling 2006)

Well-being Assessments – key challenges for Wales

- A. **Well-being Frames.** We now have a clear idea about how sustainable development is conceptualised by PSBs. Does this need to shift or are we happy with the way things are going? Thinking on sustainability, as demonstrated in the WBAs is often is narrow and shallow. How can we get a broader understanding of social, environmental, cultural and economic capital in our communities as well as our deficits? How at the same time can we plan at a strategic level whilst taking account of a wide range of local ‘measures of well-being’? To what extent and in what ways should a wider range of stakeholders, perhaps most especially the private sector, have greater involvement in the formulation of well-being planning, and how this might be achieved?
- B. **Bureaucratisation.** WBAs could be described as an example of how the political mainstreaming of sustainability leads to its bureaucratisation, as WBAs do not challenge ‘business as usual’ approaches to policy development and delivery. Rather, the focus is on the production of WBAs in a timely and efficient fashion. How can we avoid the tendency to bureaucratisation so that WBAs are invested in as tools to develop to add value to the work of PSBs and the wider set of third and private sector actors in Wales?
- C. **Politicisation.** The ‘topics’ covered by many WBAs are those which are already ‘managed’, arguably representing a safe and uncontentious view of sustainability at a local level. Does this represent a depoliticisation of sustainability? How can resource management challenges between current and future generations be acknowledged and tackled? How do we resolve the tension between local politics and the fact that many current approaches (that have political support) are not fit for the future? Should WBAs have an active role in politicising local well-being planning?
- D. **Reflective & Reflexive Governance.** Meanings and constructions of sustainability remain difficult and are open to interpretation by individuals particularly in our thinking on future generations, the long term and trade-offs. How do we encourage PSBs to think more broadly about long term well-being from multiple perspectives, and feel comfortable about challenging existing perspectives and approaches? How do we develop capacity in PSBs to enable them to better explore contentious issues in local well-being planning?
- E. **Supporting policy communities.** It is our belief that our policy capacity across Wales is limited and needs to be afforded greater value and resource. This raises a serious issue about how we support our policy experts to use gathered evidence to communicate the *significance* on current and future well-being to decision makers. How might learning on well-being be promoted a) within and b) between PSBs? What practical things can the OFGC, Data Unit., WLGA, WG and others do to create the conditions to improve the quality of WBAs?

1. Background

1.1 Public Services Boards (PSBs) are new, statutory, local partnership bodies established through the Well Being of Future Generations Act (Wales) 2015 (WBFGA) to develop a collective approach to well-being planning and to deliver services to their communities. PSBs are made up of Councils, University Health Boards, Fire and Rescue Authorities, Natural Resources Wales and a range of other organisations to collectively plan for and deliver local well-being.

1.2 Twenty PSBs have been established in Wales during 2016/17, emerging and evolving from various previous partnership structures at a local level. Most of these have been established post April 2016, with new governance arrangements. The PSBs cover each local authority areas (of which there are 22) and there are two joint PSBs. In the first 18 months of their operation PSBs have been tasked by the legislation to:

- undertake a local well-being assessment
- develop wellbeing objectives and a plan to address well-being
- begin work to deliver on these well-being objectives

1.3 Further information on these statutory duties for these bodies is available in the statutory guidance related to the WBFGA. This report should be read in conjunction with this guidance.² However it is worth noting some core challenges this Act sets out for these activities. In carrying out this work PSBs are expected to:

- utilise the sustainable development principle by ensuring that “*the needs of the present are met without compromising the ability of future generations to meet their own needs*” through five ways of working; long term; prevention; collaboration; involvement and integration.
- maximise their contribution to seven national well-being goals: Prosperous Wales, More Equal Wales; Cohesive Wales; Resilient Wales; Wales with a Vibrant Culture and Language; Healthy Wales; Globally Responsible Wales.
- to produce a Well-being Assessment by May 2017 and a Well-being Plan by March 2018 consulting with statutory bodies, the public and the Office of the Future Generations Commissioner.

1.4 PSBs have been established at the same time as their constituent organisations have been managing other competing agendas such as austerity, service reform, a new Welsh Government, Brexit, local elections and a snap general election. Establishing PSBs and delivering on the duties under the WBFGA has been taking place in a period of considerable political and organisational change for the public bodies which make up these local partnerships.

1.5 At the same time as facing these pressures, the new duties represent a major opportunity to public bodies across Wales. At its core, the Act offers the chance to develop an alternative *modus operandi* for delivery of public services and for governance

² Welsh Government (2015) Shared Purpose: Shared Future: Draft Statutory Guidance for the Well-being of Future Generations (Wales) Act 2015. SPSF, 1,2,3,4

in Wales which has the potential to address some of the competing agendas listed in 1.4 to promote sustainability.

- 1.6 In November 2016 we were commissioned by the OFGC to review each of the 19 well-being assessments (WBAs) being produced by the PSBs³. This involved our team developing a robust methodology to review the draft Assessments, providing advice to the Commissioner on the work, engaging with stakeholders involved in the assessment process across Wales and supporting the OFGC in their dialogue with PSBs.
- 1.7 Our advice has enabled the Commissioner to respond to each PSB Board and the teams involved in developing the Assessments. The aim of this advice and response has been to promote learning and help the PSBs improve their approach to the Assessment and the well-being planning process.
- 1.8 This has given our team unique insight into the 19 Assessment processes undertaken across Wales, and the views of those involved. It has also enabled us to produce this report, which provides an overview of key issues emerging from this activity.
- 1.9 The report is timely as it is being produced at a juncture where PSBs are producing their well-being plans. We hope our analysis will help to identify ways to improve the well-being assessment process as it progresses in each PSB and provide key messages to those bodies, regional, sub-national and national which contribute to our understanding of well-being in Wales.

³ Two separate PSBs, Conwy and Denbighshire worked jointly on their Well-being Assessment hence 19 Assessments for 20 PSBs

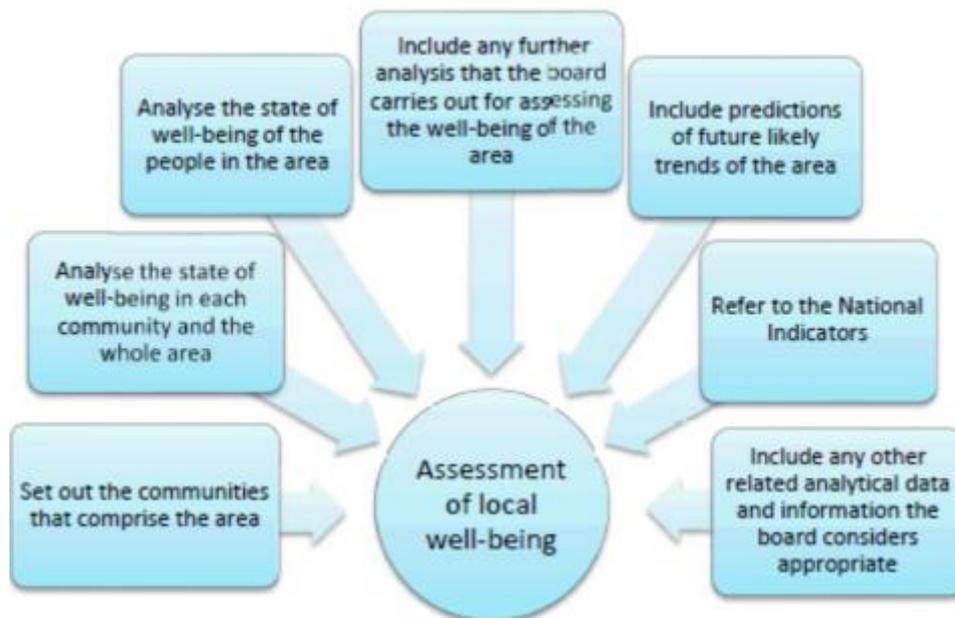
2. How did we review the Well-being Assessments?

2.1 In November 2016 our team developed a review framework which would be as applicable as possible to the wide range of approaches to WBAs being developed across Wales. Early sight of some of the initial work from PSBs showed that there was a wide variety of approaches: based on life stages of citizens, core sets of indicators; on outcomes for people; and on strategic issues which impact on well-being of communities. The documents ranged from forty page summaries, to documents with hundreds of pages with appendices.

2.2 The statutory guidance provided us with an understanding of the key common basic requirements we could consider as part our review – the diagram below from SPSF3 shows what WBAs should cover:

Figure 1: Requirements of Well-being Assessments

From statutory guidance SPSF3



2.3 Our approach also needed to cover generic aspects of assessment production and analysis, but be detailed enough to enable a qualitative review and to provide bespoke feedback to the teams working on assessments and PSB Board members.

2.4 Through discussions with the OFGC we developed a set of 13 criteria which would be used as the basis for a desk based review of each WBA document and where applicable, associated web based material. This is shown in Table 1 below. By looking for evidence of how the WBA approached these criteria, we were able to give the Commissioner advice on each of these aspects of the PSBs work. We trialled the criteria on selected draft assessments to ensure applicability to the wide range of approaches to assessment production.

2.5 The intention was that these criteria would provide a *framework, language* and a *vocabulary* for the OFGC to interface with PSBs as they move forward into Well-being Plan production, and were intended as a sound base for considering assessments in future planning cycles of public bodies responding to the Act.

Table 1 – Review Criteria used on Well-being Assessments

1	How effectively have the seven national well-being goals been reflected in the well-being assessment?
2	To what extent does the data content of the Assessment focus on the area and place and reflect the variety of communities across the area?
3	To what extent does the data content of the Assessment focus on public service needs , within communities and for particular service users?
4	The extent to which the quantitative analysis and methods provides a broad picture of environmental, economic, cultural and social well-being - with commentary on the implications of this 'picture' for communities.
5	The extent to which qualitative analysis and methods provide a broad picture of environmental, economic, cultural and social well-being- with commentary on the implications of this 'picture' for communities.
6	How well the assessment addresses the key challenges to well-being over the short, medium and long term? This includes the trade-offs, tensions, and deficits as well as assets.
7	The level and method of engagement, involvement and collaboration across the partnership in producing the assessment, including engagement with communities, public, third sector and private organisations.
8	The level of integration between traditional policy and organisational silos in producing the assessment.
9	The level of foresight and use of future trends analysis in producing the assessment and recognition of the well-being of future generations.
10	The extent to which the assessment has considered cross boundary issues for regional and national action.
11	How effectively has the sustainable development principle been used to shape the process of Assessment production and data content?
12	The approach to data quality and data gaps during the assessment and moving forwards towards the setting of well-being objectives and well-being planning.
13	Clarity of how the Assessment will be carried forward to develop analysis, local objectives and plan production .
	N.B In addition to this the framework sought evidence of innovative approaches and emerging good practice in assessing local well-being.

2.6 To supplement the analysis we also arranged to speak by telephone to each of the PSB teams with a set of pre-prepared basic questions which guided our discussion. Our purpose was to develop an understanding of the context of the WBA production, and explore any issues where we needed clarification. Material from these conversations informed our advice to the Commissioner. The conversations covered: the process of production of the WBA; data management; interpretation of the data; next steps; and lessons learnt based on the material which we had reviewed.

2.7 In order to meet the deadlines for PSB consultation, the desk-based review, phone discussions, advice to the Commissioner and advice to the PSBs were delivered between December 2016 and April 2017.

2.8 As part of the learning process, we were also able to incorporate feedback from some of the early reviews to improve our approach to providing advice to the OFGC and to better reflect the content of our telephone conversations with the PSBs.

2.9 A reference group⁴ were also convened in workshops by the OFGC in February, March and April 2017 involving national, regional and local bodies that had been involved in WBA production. We used these sessions to share our thinking about the WBAs and also to better understand their perspectives. These workshops informed our interpretation of the WBAs.

2.10 For the purposes of this report we have utilised all of this material and revisited the draft assessments, and notes from conversations and workshops to explore the following key themes from our analysis. These form the remaining sections of this report.

- 3 Well-being 'frames'
- 4 Place based perspectives
- 5 Interpreting data
- 6 Production of Assessments
- 7 Future Generations
- 8 Assessments and governance for sustainability – emerging themes and recommendations

2.11 We have, where possible indicated which WBAs provide insight into emerging good practice both in the text and footnotes.

⁴ See Appendix C for contributors to the Reference Group

3. Well Being Frames

- 3.1 We were keen to understand in this work how the PSBs explored well-being, the key ideas that they wished to communicate and how they evidenced their claims for the area, place, community and citizen. The basis for the analysis that we have used is termed 'framing'. By thinking of policy development, and the ideas that underpin policy, as frames (or policy as being framed) we are able to examine the thinking that underlies policy and how it may (or may not) have changed over time. It is particularly helpful in exploring the opportunities and challenges that arise with the emergence of a new policy agenda, such as that on well-being. We have been keen to assess the extent to which PSBs are seeking to pursue novel ideas in their approach to well-being or to continue with current thinking and practices.
- 3.2 In undertaking our analysis, we have drawn on some of our previous work on interpretative policy analysis⁵ and discourse analysis to explore the well-being 'frames' being developed in the WBAs. Frames are constructs developed by policy actors which determine the scope, depth and breadth of policy development, and in turn the objectives and actions to address policy challenges. This leads us to questions as researchers of how certain ideas about well-being become enacted and are enshrined in policy, while others are not; how the debate on well-being is being institutionalised; who is being addressed and given a voice in these discourses; and the role of language in limiting or expanding debate on policy– in this case wellbeing planning. Moreover, for the first time in Wales we have a clear meaning of well-being at a national level through the seven well-being goals in WBFGA. We were also interested in how these national well-being goals were being used in thinking about well-being at a local level.
- 3.3 To develop the frames for analysis we read and re-read the draft well-being assessments produced by PSBs. From this reading key terms began to emerge and relationships between ideas were established. Sometimes the reading of the texts reinforced our own thinking e.g. that biodiversity is part of an environmental agenda; in other cases it led to an alternative perspective e.g. that education is part of an economic development agenda. Always, though, we went with the PSB formulation (or framing) of an idea and relationship. We were able to group terms and ideas so that we can better explore their meaning, and understand what this may mean for likely policy development and practice relating to well-being.
- 3.4 We have organised analysis into four areas, these are the key ways in which well-being is currently being framed. These are: the *focus* of the well-being assessment, in other words what was perceived to be the purpose of the exercise; how well-being goals were used in the assessments; the *narratives* that underlay the assessment, here we were examining what ideas might tie together the sections of the draft well-being assessments; and the *content* of the assessments, in other words what topics came to the fore. We explore each of these themes below.
- 3.5 A key concern is the extent to which WBAs are simply reflecting traditional measures on well-being within existing policy silos. We, therefore, need to know what the content of these WBAs actually tell us about how well-being is viewed within PSBs. The narrower

⁵ Peter H. Feindt and Alan Netherwood: **Making sense of climate change. Notes on interpretive policy analysis and discourse analysis in sustainability research**, in: Paul Blyton and Alex Franklin (eds): *Researching Sustainability: A guide to social science methods and practice*, Earthscan, 2011

and more traditional the framing of well-being, then the more likely it is that thinking and practice will fail to achieve the radical ambitions of the WBFGA. In Section 9 of the report we outline ideas by which governance instruments can be rethought to open up debates on well-being and deepen our understanding of well-being at the local level for current and future generations.

The focus of WBAs

3.6 Unsurprisingly, there was a very wide range of approaches to the scale, nature and interpretation of well-being across the 19 Assessments. Even in those PSBs which used common data (the Gwent authorities) or approached well-being from a similar perspective (e.g. West Wales authorities focusing on life stages, or North East Wales with a common data set), the ‘frame and description differed. We discuss the relative merits of this diversity in Section 8. Table 2 below, provides a typology of approaches which emerged from our analysis that serve to show the range and depth of the WBA approaches. At this point it is important to recognise that the diversity in the focus of WBAs has two important implications. One is that the diversity can potentially open up to scrutiny thinking on well-being. Another, more negative interpretation, is that diversity in the focus of assessments is an indication of poorly thought out purposes for WBAs. The latter perspective would tend to close down discussion and critical debate on well-being.

Table 2: Typology of Assessments	Assessments which displayed these characteristics were:
Strategic Providing a strategic overview of determinants of well-being for the area, with a clear focus on communities and communities of interest and key challenges	Monmouthshire, Powys, Cwm Taf
Topic focused Providing a wealth of data on various ‘topics’ for the area as a whole, and individual communities – with limited strategic overview.	Wrexham, Conwy & Denbighshire & Blaenau Gwent
Outcome focused Focused on outcomes for citizens under a number of well-being ‘themes – and included strategic challenges	Vale, Cardiff, Swansea
Data focused Providing a description of relevant data on well-being under different well-being themes.	Caerphilly, Torfaen, Newport, Flintshire, Bridgend, Gwynedd Môn, Neath Port Talbot
Life stages & services focused Focused on the life stages of individual citizens, key challenges and relevant public services at each stage.	Pembrokeshire, Ceredigion, Carmarthenshire

3.7 In many WBAs there was a lack of explanation and rationale about why they had approached the WBA in the way that they had. This was explored in telephone discussions with PSB teams. Responses ranged from “we determined our approach from the data available” to those which had given this issue more thought and sought an “approach that would resonate with partners and the public.”

3.8 It was clear from our telephone conversations that some PSBs had continued with lines of thinking (frames) from previous work on Single Integrated Planning e.g. Cardiff, Swansea and the Vale, while others had taken the opportunity to develop new approaches to considering well-being, for example, using life stages or an outcomes based approach, or utilising the seven national well-being goals to provide the focus for their assessment.

3.9 In many cases, because of the lack of interpretation of data, why particular topics had been selected to represent the well-being of the community was not clear. This needed to be much more clearly spelt out. Interpretation of data and its meaning for well-being and the extent to which the WBAs assessed its significance are themes that we will return to later in the report. However it clear, as we will discuss later in our report that whatever the reason for being used, the issues 'selected' by PSBs have constrained their ability to debate what well-being means in a locality and is likely to inhibit their ability to formulate innovative policy solutions.

The use of Well-being Goals in Assessments

3.10 Again several patterns emerged from the 19 WBAs. These approaches can be described as those WBAs which:

- structured their whole Assessment using the WBGs⁶
- mentioned them as part of the legislative context with no further reference to the WBGs throughout the Assessment
- listed relevant goals, without explanation, in tables against particular themes within their Assessment
- listed facts and interventions under each WBG with no clear view of what this is meant to achieve
- used the WBGs as part of their engagement and sense check on data

3.11 This may suggest that some PSBs see the WBGs as merely context to their local well-being planning process, rather than, as the statutory guidance intends, for them to drive discussion and debate and reporting on local well-being. The telephone discussions with PSB teams confirmed that some deemed the WBGs unsuitable for discussions on local well-being and as 'background noise' to the production of their WBA.

3.12 Only a handful of Assessments provided evidence that the meaning of each WBG has been explored by partners to add value to discussions about local well-being. Of particular note is one PSB⁷ which had begun to develop community profiles for their area using the frame of the WBGs. Much more typical, though, is a notional commitment to WBGs as being of relevance to particular issues and topics within Assessments.

3.13 Does this matter? Is this lack of profile of the WBGs in some well-being planning processes of concern? We argue that it is, as each PSB is required by the legislation to provide evidence that it is maximising its contribution to the WBGs. We suggest that in order to do this, PSBs would need to explore their work in the assessment and plan through their contribution to the WBGs. Such strategic thinking goes beyond merely listing the relevance of WBGs.

⁶ Caerphilly, Wrexham

⁷ Conwy & Denbighshire

- 3.14 WBAs provided only limited reference to the fact that there is a legal duty for PSBs to maximise their contribution to the WBGs. As a consequence, in many PSBs, WBGs are not being used as a tool in WBAs to open up debate about the nature of well-being in the locality.
- 3.15 Also of concern is the lack of evidence or acknowledgment that particular issues impact on multiple WBGs. Many WBAs provide a traditional approach to linking particular issues to the WBGs. For example, economic measures link only with the prosperous goal, poverty only with equality, the resilient goal only with environmental quality. A more sophisticated approach was adopted by two PSBs⁸ which explored how individual issues impacted on multiple WBGs in their consultations.
- 3.16 Our telephone conversations with PSBs teams also suggested that subsequent work is beginning to use the WBGs to inform PSB priorities for their Plans. At present, though, it remains a moot point as to whether WBGs will be more strongly linked and evidenced in the Well-being Plans themselves and in future Assessment work, and in turn, whether these links inform us about how PSBs are seeking to maximise their contribution to well-being.

Forming Assessment Narratives

- 3.17 PSBs have formed narrative of well-being, shaped around themes, goals, outcomes and topics. Table 3 shows how each of the PSBs approached this. With the majority using the four themes in the statute: economic, environmental; social and cultural, which enabled them to build up evidence under each theme.
- 3.18 The table also shows the number of topics used to illustrate and tell the story of local well-being range from 14 to 75. Of course, this diversity should be welcomed as there is no one way to develop a picture of local well-being. Approaching well-being from the perspective of a citizen or a community, or area wide, under 4 themes or the 7 WBGs, or based on outcomes all have value for our understanding of well-being.
- 3.19 It is not the actual structure of the narrative that is key to the quality of these assessments but a set of common elements, which when carried out well enrich our understanding of local well-being, and when not carried out well leave many questions about what the data actually signifies and assesses. Our initial analysis of the assessments was that key components of which determined a robust assessment of well-being would be:
- how the topics chosen to 'represent' well-being are evidenced, analysed and communicated to tell us of their of importance to well-being,
 - how their level of significance is analysed and communicated with regard to different localities
 - what they tell us about the adequacy of the current situation and
 - what they tell us about how a PSB can maximise its contribution to the well-being of communities.

⁸ Powys, Cwm Taf

Table 3: Assessment Narratives	Themes	No. of Topics
Anglesey and Gwynedd	4 WB themes	14
Blaenau Gwent	4 WB themes	30
Bridgend	4 WB themes	43
Caerphilly	7 WBGs	54
Cardiff	7 place based outcomes	44
Carmarthenshire	5 life stages	18
Ceredigion	5 life stages	23
Conwy & Denbighshire	none	36
Cwm Taf	4 WB themes	21
Flintshire	none	35
Monmouthshire	4 WB themes	21
Neath & Port Talbot	4 WB themes	36
Newport	4 WB themes	21
Pembrokeshire	5 life stages	22
Powys	4 WB themes	32
Swansea	6 people based outcomes	19
Torfaen	4 WB	75
Vale of Glamorgan	4 local	18
Wrexham	7 WBGs	41

3.20 The next section explores which topics were used to paint a local picture of well-being and our observations on whether these topics might limit and narrow down our understanding of local well-being, or encourage PSBs to explore what well-being *means* for a particular locality.

The content of local well-being assessments

3.21 The following tables show the most frequently used topics for each aspect of well-being. These topics were identified through a careful reading of the draft well-being assessments. The topics that are reported in the WBAs are essential elements in their content; they are an important means of understanding how well-being is conceptualised. Each topic is then allocated to one of the four well-being themes: economic, cultural, environmental and social. We can then go on to analyse whether topics within each well-being theme were framed predominantly as a:

- problem' or issue to manage,
- an asset to help in delivering well-being

- as both assets and problems for the local community

3.22 *The Economic well-being* topics included:

ECONOMIC WELL-BEING TOPICS	Frequency	Framed as asset or problem to be managed?
Educational attainment and skills	19	Asset
Local economic assets/opportunities	15	Asset
Income	12	Problem
Economic activity and employment	11	Problem
Transport infrastructure/connectivity	11	Problem
Growth of new technology/broadband	10	Both
Business viability and support	8	Problem
Local employment opportunities	7	Asset

3.23 Our analysis suggests that many PSBs have approached economic well-being in a traditional, narrow and shallow way using a combination of available measures, lists of local economic assets and a focus on business support services. There was minimal evidence of data being gathered to develop a discussion within the community, or with partners on what the nature of economic well-being should *be* or what sort of economy might be developed in the locality in the future. The tendency to *limit* the debate about economic well-being has important implications as it may mean that potentially important debates such as the role of the non-monetary economy, economic relationships with neighbouring areas and the potential impact of Brexit are marginalised. In Section 8 we suggest how a variety of instruments of governance may be used to open up debates on well-being.

3.24 *The Cultural well-being* topics included:

CULTURAL WELL-BEING TOPICS	Frequency	Framed as asset or problem to be managed?
Welsh language	17	Both
Creative Arts Groups and Projects	10	Asset
Sports and Leisure	7	Asset
Cultural identity	6	Asset
Tourism	5	Asset
Specific cultural assets	5	Asset

3.25 In contrast to the observations made on the economy, cultural aspects of well-being were predominantly framed as assets. However our judgement was that there was an a very shallow and narrow approach taken to assessing cultural well-being, drawing on national surveys of museum visits, census material on Welsh language use and local authority data on visit to leisure facilities and libraries. There is a risk here of the nature of debate on cultural well-being in a PSB to be data led, an over reliance on quantitative data and a missed opportunity in engaging around cultural capital in each locality. PSBs need to be far more *descriptive* of the vibrancy of the areas' culture around the arts,

language, social networks, cultural activities, information networks the role of social media, the night time economy, and food and drink on local culture. A richer description of cultural aspects of well-being will enable a deeper understanding of local cultural assets and therefore of what makes them distinctive and special to communities; of what is valued; and what, perhaps, should be valued.

3.26 The *Environmental* well-being topics included:

ENVIRONMENTAL WELL-BEING TOPICS	Frequency	Framed as asset or problem to be managed?
Biodiversity & Habitat		
Connectivity	13	Both
Waste and recycling	12	Problem
Landscape as Economic Asset	11	Asset
Flood Management	10	Problem
Reducing carbon emissions	9	Problem
Water management	8	Problem
Climate Change	8	Problem
Air Quality	8	Problem

3.27 There was a consistent acknowledgement throughout the WBAs of the value of a quality environment and landscape to well-being and this featured very strongly in local consultation. At the same time, and in contrast to the positive valuing of the environment, the predominant frame of environmental well-being was of problems to be managed, and the services that public bodies provide to manage these problems (flood management, waste management and recycling). Although many WBAs described why biodiversity, climate change and air quality were important in generic terms, there was limited insight into their significance in the locality, or indeed their significance to the well-being of communities in the area. There was a lack of interpretation especially of climate impacts and how they might impact on landscape, particular communities, or vulnerable groups. There was also limited linkage between air quality and health. In contrast flooding information provided greater insight in local risks. We suggest that the depth of discourse on these policy challenges for the *locality* needs to improve if we are to understand the significance of these issues to other well-being themes.

3.28 The *Social* well-being topics included:

SOCIAL WELL-BEING TOPICS	Frequency	Framed as asset or problem to be managed?
Housing	19	Problem
Life expectancy	17	Problem
Crime and Community Safety	17	Problem
Healthy lifestyles	16	Both
Early years interventions	15	Problem
Emotional/mental health	14	Problem
Adverse Childhood Experiences	14	Problem
Ageing well	12	Both (predominantly problem)

3.29 Aside from housing, the social well-being frame was dominated by a wealth of health related data which was used to outline the importance of health and the importance of the preventative agenda. The social well-being agenda, therefore, had a significant health bias, perhaps as a result of health bodies taking a lead in coordinating information and authoring these sections of the WBAs. In many WBAs there was a very narrow approach to social well-being and more emphasis should be provided on community *and social assets* as part of a broader commentary on social well-being in the area e.g. social capital and networks; the role of the non-monetary economy in social well-being. This is, arguably, an example of a dominant frame limiting wider policy debate. The risk here is that the wider aspects of social well-being are not explored for localities – and therefore well-being planning will focus predominantly on delivering the traditional agenda.

3.30 The way in which policy frames are being developed for well-being matters for a number of reasons. Firstly, we believe that in many cases the narrow and shallow frames adopted in many WBAs, around existing policy and public service agendas (and topics) will inevitably *limit the policy debate*, exploration of trade-offs and challenges to well-being and exploration of alternative approaches to well-being planning in a locality.

3.31 Secondly, the current approaches to thinking on well-being are not leading PSBs to ask some basic questions on behalf of their communities that are particularly pertinent to long term analysis. For example, are current approaches sufficient and fit for purpose to tackle multi-generational poverty? Are traditional economic growth models appropriate throughout Wales? Do we understand the social capital available in our communities to tackle well-being issues? Do we understand the deep role of cultural activity in our communities? While we value our environment how can we make the most of our natural assets in a locality and adapt to climate change? It is our contention that exploring and responding to these challenges are central to the WBFGA, and we suggest ways in which debates on well-being for current and future generations might be made more meaningful in Section 8.

3.32 Frames are important to policy delivery and also, therefore, for implementation at all levels of government and governance. The frames being used in WBAs have narrowed down PSBs approach to well-being planning rather than opening up discussion about the meaning of well-being for different localities across Wales. To help open up policy discussions on well-being and to learn from emerging practice in PSBs, the following sections provide further evidence to help us.

4 Place based perspectives

4.1 The WBFGA is very clear about the need for assessments to focus on well-being from a place based perspective and to consider the well-being of particular communities in their area. Our understanding of place is informed by Cresswell (2014)⁹ who defines place as locale where social relations take place, where we conduct our everyday lives, place can also be described as a physical environment and surroundings, and as a particular location or centre of population. How did PSBs approach 'place' and give us an understanding of spatial variations in well-being and the particular issues which were important for the cities, towns, and communities within their boundaries

4.2 Many PSBs have developed community or area profiles to respond to the statutory guidance SPSF3 –(refer to Figure 1). As the table below shows there was a wide variety in the number of 'profiles' developed across all PSBs.

Anglesey and Gwynedd	15	Neath & Port Talbot	8
Blaenau Gwent	4	Newport	21
Bridgend	3	Pembrokeshire	3
Caerphilly	1	Powys	7
Cardiff	6	Swansea	6
Carmarthenshire	6	Torfaen	3
Ceredigion	1	Vale of Glamorgan	3
Conwy & Denbighshire	11	Wrexham	1
Cwm Taf	4		
Flintshire	7		
Monmouthshire	5		

Table 4 –Community 'profiles' in draft assessments

4.3 Some PSBs focused on the area as a whole – with limited insight into local issues (beyond local economic assets), others broke it down into areas which would be recognised by citizens around towns – with some taking great care in considering which areas would have most resonance for their citizens¹⁰. Other geographical criteria applied by PSBs included those used by the Police, Council Wards and areas already used in public service planning on poverty and deprivation (lower and medium super output areas – LSOA and MSOA).

4.4 It was clear in reviewing draft assessments that some of these profiles were in their early stages of development containing lists of data, maps and little else. In these cases PSBs had taken available area wide data and broken it down geographically. In many, the data was left to speak for itself, with little or no interpretation. It was not clear for some of these assessments, how and for what purpose these resources had been developed. Some PSBs suggested there was a lack of local data to draw on to build up this localised picture of well-being. In two cases PSBs had provided a map which broke down their

⁹ Cresswell, T. (2014) Place: an introduction. John Wiley & Sons, p12-14

¹⁰ Gwynedd Môn

area into smaller 'profile' areas, with no further reference to them – or commentary on differences across their communities. It is unclear whether many of these PSBs intend to develop these resources or whether they intend to adopt a compliance approach (see Section 6) to the requirements of statutory guidance on 'place'.

- 4.5 In contrast, there were a number of PSBs¹¹ which had already developed a rich picture of specific places in their area, drawing on both qualitative *and* quantitative data to develop a narrative about what it was like to live in particular towns and communities and the key challenges faced by these places. It was clear that these PSBs intended to develop these profiles as a resource over time to better understand their communities. In these cases differences on well-being across their areas were clearly communicated. A finer grained local analysis provides a richer picture for well-being planning.
- 4.6 However for most WBAs there was very little overall focus on the significance or causes of spatial differences, including: life expectancy; the distribution and isolation of elderly residents; the differences between rural and urban or inland and coastal communities; biodiversity loss; community safety or the impact of climate change. These were described as relevant *problems*, but their localised impact on well-being remained unexplored.
- 4.7 Even in those with area profiles being developed, the dominant approach was often to treat the population as homogenous when discussing particular challenges or opportunities. It is clear that with the types of 'topics' selected by PSBs particular 'problems', impact on communities and particular groups of people in different ways. If we are to recognise these differences in our policy then we need a more nuanced way of assessing and describing these place-based differences to different actors. WBAs need to evolve from merely identifying and describing particular challenges or assets to explaining and exploring their impact on 'place' in a more sophisticated way. Simply providing maps with no explanation or interpretation is not a place based focus on well-being.
- 4.8 It was clear that some PSBs had more confidence in identifying individual communities and their particular challenges. For poverty and deprivation and flooding, maps and some commentary provided a clear indication of specific localities which experienced localised challenges. However, despite utilising similar evidence others did not interpret local data to explain differences of impact in specific locations. It is unclear if this is an issue of confidence to interpret collected data, a skills development issue, or a desire not to single out particular communities.
- 4.9 There needs to be a greater recognition of the value of qualitative place based data from within the PSB partnership organisations. Qualitative data from people working in these bodies is incredibly rich, and only in a few cases was it clear that this type of localised knowledge was informing our understanding of spatial differences e.g. biodiversity and economic assets. These organisations have a vast resource of qualitative insights into 'place' which needs to be better utilised. This is not just data sets – but peoples experience and insights into a locality. The Deep Place approach¹² being developed in Torfaen provides a useful example of how this picture can be built up over time.
- 4.10 Some PSBs provided a rationale for *not* looking at localities and place, blaming the lack of available data as a reason not to focus on particular communities or spatial

¹¹ Blaenau Gwent, Conwy & Denbighshire, Monmouthshire

¹² Adamson, D & Lang M (2016) All Around Us: The Pontypool Deep Place Study. Sustainable Places Research Institute, Cardiff University

differences in the locality. We believe that it is a weak argument. PSBs are best placed to develop their thinking on the locality, and as part of wellbeing planning in PSBs over the next five years the local evidence base needs to be developed. Clearly national data sets can help – but analysis and interpretation needs to happen locally.

- 4.11 Two PSBs¹³ took simple but effective approaches as they gathered and interpreted data under different topics by asking a similar basic question:

“Are there any specific locality differences within and between communities for this issue?”

This led to a more nuanced picture of how a particular topic impacted in different places, but also identified gaps in knowledge, and in some cases potential sources of information. We suggest that this should be a basic question which informs WBA development in all PSBs.

- 4.12 There was little indication from most WBAs through our documentary review and through our telephone conversations with PSB teams that Local Development Plan data and the evidence behind it had informed the interpretation of place based well-being¹⁴. Each local authority has a wealth of thinking, analysis and interpretation from their LDP, including sustainability appraisals and strategic assessments, which could have informed a better understanding of place specific issues and the challenges for land use for future decades. LDPs are particularly adept at describing the strategic long term challenges for local communities and how they can be tackled through land use planning. Is this an example of PSBs not seeing the relevance between two competing policy agendas? Better integration between these activities within the PSB will help to produce more comprehensive WBAs.

- 4.13 Developing a greater understanding of economic, environmental, social and cultural capital in our communities is important. The WBAs show that we have only a limited understanding of assets in our community. We believe that building up a picture of the assets and what is good about particular places and communities and what is in place to support and deliver well-being, is vital as well-being planning progresses. This is more than just asking ‘*what is good about where you live*’ or providing a description of ‘*what it is like to live there*’. A more involved, strategic approach to asset mapping and understanding environmental, social, cultural and economic capital in more detail. For example by gathering information, perceptions and views from within the public organisations themselves, and through consultations with the public, communities and communities of interest.

- 4.14 This type of approach will require resource and co-ordination and would, we suggest, add great value to public service planning. There is much current debate on communities becoming self –reliant and less reliant on public services. WBAs should be focusing in greater detail on the local assets that can support this shift in approach.

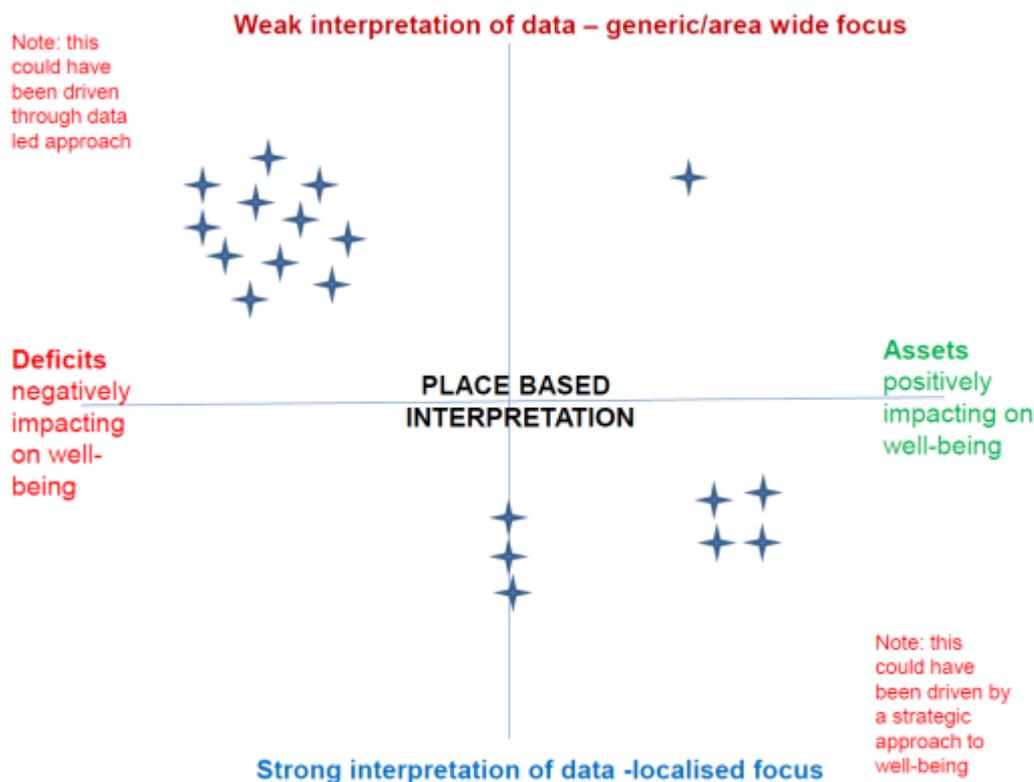
- 4.15 We have created a model (see Figure 4) to develop our thinking on the tension between levels of interpretation , whether well-being is viewed in terms of assets and deficits, and whether the assessments are strategic or driven by data, and to what extent they provide localised view of well-being within the area, or a generic/area wide focus. Where would we place the draft WBAs if we were thinking about these different characteristics?

¹³ Swansea and Powys

¹⁴ Cwm Taf’s activity involved the Merthyr Tydfil LDP team in consultations

4.16 The Figure shows that there is a cluster of WBAs which focus very much on data, with weak interpretation, have limited insight into different communities and focus very much on deficits. It also shows four WBAs which have a focus on the assets and ‘capital’ of the area, provide strategic context to the data that they use and have interpreted the data well for different localities. Three WBAs provide a good balance between assets and deficits with strong interpretation of localities. One WBA provides an area wide focus on what is good about living in the area, with minimal local focus and weak interpretation of the significance of the data that is used.

Figure: 4 – Place based interpretation¹⁵
(Netherwood, Flynn, Lang 2017)



4.17 The question which emerges from this analysis is how we can shift WBA discourse from weakly interpreted data that are overly focused on deficits, to WBAs which have strong interpretation of data, along with systematic thinking on assets in the locality along with a more strategic focus.

4.18 We were also able to reflect in our research on the extent to which the Assessments were able to consider cross boundary regional issues and how they affect well-being in communities in the locality.

4.19 As a whole draft assessments showed very limited analysis of ‘place’ within a regional context. Local well-being was often focused in the administrative ‘bubble’ of a local council area. This was exemplified by: only notional reference to the Cardiff and

¹⁵ If using this please reference this as Netherwood, Flynn and Lang (2017) Place based interpretation model. These figures are not to be reproduced without the authors’ permission.

Swansea city deals, often referred to as an economic opportunity, but with no further detail; a lack of focus on the role of National Parks and their impact on well-being; and very limited focus on English and Irish connections.¹⁶ Regional data was often cited in the WBAs and comparisons were made with other areas within the region (and at a national level) however, they provided little or no insight into the significance of these comparisons, for example, why does it matter that there are more Welsh language speakers in one area in comparison with another?

4.20 Perhaps more importantly, there were few observations on well-being in relation to regional policy challenges including transport, health provision, housing, landscape, and the resilience and development of key infrastructure. In all of these issues there is a need to build up an understanding of their significance to well-being in the locality. Some WBAs were able to use data to understand commuting patterns and explore their significance¹⁷ but, as a whole, this type of analysis needs far greater weight in WBAs.

4.21 WBAs needed to develop their analysis to also include issues of cross boundary thinking, incorporating insights from neighbouring PSBs. Evidence of this was very limited in the draft Assessments. However, the WBA process has helped in the development of collaborative work in north, south east and west Wales, and this provides an opportunity not just for data collection, but deeper analysis of how regional well-being issues impact on local well-being, and how local data can build up a regional 'picture'. PSBs need to operate at multiple scales from the local to the regional to understand well-being within their area. Informing regional economic, healthcare, environmental and infrastructural agendas is important for taking well-being planning forward at a local level.

4.22 The role of Further and Higher Education had minimal focus in many WBAs picture of 'place'. The role of these institutions and their student population is significant in some communities in Wales. While major business interests and particular sites were cited as being significant, the role of Universities and Colleges in the local place needs much more focus, as does the view of student populations.

4.23 It is clear from the analysis in this section that there is still much to do to focus the WBAs on 'place'. Many PSBs have begun a process of collecting data within their community profiles, and building up this picture over time. It is important that PSBs recognise the value and importance of doing this. We believe that there is a risk of some PSBs using a very shallow, narrow and limited understanding of local well-being, shaped by existing data and dominant policy agendas. The WBFGA affords the opportunity to develop a more nuanced and integrated understanding of place, so it is encouraging to see some PSBs taking more qualitative approach to better understand local well-being.

¹⁶ Flintshire were able to place the WBA within a wider context of North Wales and Mersey Dee Alliance work.

¹⁷ Torfaen, Cardiff

5. Interpreting data

- 5.1 How we analyse, communicate and use information is critical to the ongoing success of Well-Being Assessments as policy tools. Section 3 explored frames of well-being and made some observations on interpretation of data. In this section we provide a broader discussion about levels of interpretation and information in the WBAs and what this tells us about well-being.
- 5.2 It is clear from our commentary in previous sections that the data from many of the draft WBAs need a greater degree of interpretation to understand its significance. Many were data led – with a shallow/narrow focus on well-being as it is traditionally framed within public sector policy making and current data sets. The weakest provided a compendium of data with no analysis and the strongest used the data to successfully illustrate wider wellbeing challenges for the locality. There is however, a mixed picture across Wales and often *within* sections of each WBA.
- 5.3 There may have often been an implicit message from the data, for example in reporting on educational attainment which needed much more explanation. Is educational attainment good or bad in this area? Why is this? What is being done about it? Are there any spatial differences? What are the implications if this is not addressed? These were the types of questions which should be addressed in well-being assessment to understand the current situation and the scale and nature of response required. Thinking also needs to take place from the perspective of future generations.
- 5.4 Our research has identified that: WBAs need a greater strategic overview to provide the context to the wealth of data presented; they need to ensure that the data *supports* the narrative about local well-being, rather than *leading* the narrative about well-being; *each piece* of information needs a clear explanation of why it matters for well-being; and finally the data needs interpretation so that implicit links to well-being are made more explicit to make it more useful to decision makers and other audiences.
- 5.5 Generally, there was a lack of evidence of integrated thinking within the WBAs about how data on one topic impacted on another. While a number undertook specific exercises for the draft Assessment to think about the data across the 7 well-being goals and four themes¹⁸ there were many more which looked at particular issues and policy challenges within existing policy or administrative silos. The following list illustrates policy challenges which were not linked within individual WBAs – often listed under separate themes or goals.

Examples of a lack of policy connectivity

Air quality and health	Biodiversity and agriculture
Contaminated land and flooding	Rural business and connectivity
Business and the City Deal	Rural isolation and mental health
Tourism and Environmental Assets (and National Parks)	New technology and community cohesion
Business and Transport	Infrastructure and climate change

Each of these issues has a direct relationship with the other to which it is connected, yet their relationship was not explored or acknowledged in some of the assessments, despite data sets being available. This is illustrative of PSBs gathering data, describing the data but not using it to assess local well-being. A good example of where more

¹⁸ Cwm Taf, Ceredigion, Swansea

connected thinking was done well was in explaining the relationship between young people, rural housing and rural isolation -three separate data sets, but interpreted to describe a particular wellbeing challenge for local young people¹⁹. Other inter-relationships between data were implied but often left unexplored with WBAs including the relationship between health, housing and income and between unemployment, health and crime.

- 5.6 A challenge for PSBs is for partners to communicate the inter-relationships which might seem obvious to the policy expert providing the data, but need spelling out more clearly to enable the PSB interpret and use the data. It is unclear how this will happen: are PSBs going to invest time and effort to understand the data they have collected in an integrated way? Will officers come together to continue to work on the data collected to better understand their locality?
- 5.7 It is encouraging that further work has been done by PSBs since the draft assessments to develop more integrated thinking to select PSB objectives. In future, a more integrated approach needs to be taken to interpret the data itself. PSBs should build this into their work programmes so that time is available to revisit data and explore the inter-relationships between pieces of evidence, to understand how different issues interconnect and what this means for well-being in particular localities.
- 5.8 Our analysis has also reflected particularly on the way that PSBs have interpreted wider strategic determinants of well-being that impact on multiple issues or 'topics'. For example, Brexit's impact on rural economies; climate change adaptation; population growth; social media; welfare reform; and biodiversity loss may have been referenced or acknowledged as an issue of concern. Often these will have been referred to as important, with generic information explaining why. However these commentaries are often within individual sections on the environment, economy or social well-being without wider application across other themes within the WBA. For instance, the impact of Brexit on farm succession in rural areas may have profound social and cultural impacts in localities; whilst infrastructural investment is likely to be impacted post Brexit, but what does this mean for Wales' rural areas? What does climate change mean for coastal communities across Wales? These are critical questions for well-being planning – which have little profile in the WBAs at present and are not reflected adequately across environmental social, economic and cultural narratives or data.
- 5.9 The impact of these major issues is often not localised in the WBAs. So we may understand that biodiversity loss is important as a result of climate change, but we don't know exactly what is under threat within the individual PSB area. We may understand that the ageing population is a key issue and that services will be stretched, but which communities is this particularly significant for given current age profiles in individual communities. Integrated and localised thinking needs to be developed in PSBs to interpret data more fully. PSBs should be aiming for a deeper analysis and understanding of well-being than has been represented in this first round of Assessments.
- 5.10 We suggest that the questions set out below were not sufficiently explored by the WBAs and could be a potential focus for future data gathering and analysis. Could PSBs develop a *question focused* approach to assessment to develop our understanding of well-being in our communities? Although not exhaustive, answers to these questions these types of questions may help explore and understand different *meanings of well -*

¹⁹ Flintshire

being in the local area, especially when thinking becomes more integrated (see 5.2 and 5.5)

- 5.11 Potential questions to assess environmental well-being and also inform debate about what we *mean* by **environmental well-being** in the locality and for current and future generations include:

How does the natural environment contribute to the local economy through national parks, tourism and providing ecosystem services?
Where is climate change likely to impact the most – on coasts, farming, along rivers, on key infrastructure?
Where are the key areas of flood risk given current and planned investment in flood risk management?
What is the impact of poor water and air quality on community well-being?
What is the state of local agriculture?
What areas have key issues for land management over the long term?
Is contaminated land and landfill an issue?
Is waste a problem or being managed adequately?
What biodiversity is in decline and under threat and where and how significant is this?
Which environmental assets are particularly vulnerable?
Where and how can we develop increased access to outdoor recreation for health benefits for communities?
What is the potential for renewable energy generation and where?

- 5.12 Potential questions to assess economic well-being and also inform discourse about what we *mean* by **economic well-being** in the locality and for current and future generations include:

What is the role of town centres and how viable are they?
What are the transport, infrastructural, asset and broadband needs to support the local economy?
What is the role of the non-monetary economy in supporting well-being?
What are the economic assets of an ageing population?
What are the inter-relationships between the area's economy and other local economies?
What regeneration funding have we relied on – how do we plan for the future with reduced funding or without it?
What parts of the economy are likely to suffer if current funding is withdrawn?
How robust is the agricultural economy?
How significant an issue is farm succession?
Which parts of our economy are most resilient and most fragile?
How significant is our reliance on public sector employment?
How big a rise in the use of food banks are we likely to see in coming years and where?
Exactly what will the city deals bring to the local economy?
Is educational attainment still a problem and how does this affect the economy?
What are the spatial differences in economic well-being across our area – how significant are they?
What is the future outlook for tourism given current trends?
Is energy infrastructure able to support economic growth?
What proportion of energy demand can be met by renewables?
How resilient is our infrastructure to support business activity?
What is the impact of the national park on the local economy?
How do our FHE institutions impact on local economic well-being?

- 5.13 Potential questions to assess cultural well-being and also inform discourse about what we *mean* by **cultural well-being** in the locality and for current and future generations include:

What is the spatial and generational variation of volunteering? How does this contribute to well-being in communities?
What is cultural 'capital' of the area in terms of arts, social networks, cultural activities, local food and drink, sports clubs information network, events and shows?
What role does it play in enhancing well-being?
How do town centres contribute to cultural well-being across the area?
How does social media activity currently contribute to cultural activity in the area?
What is the role of FHE institutions to the areas culture?
Where do local people go to have cultural experiences?
How does the National Park contribute to local cultural activities?
What role do local cultural assets and activities play in national, UK and international culture?
What role does Welsh language have in increasing the vibrancy of local culture?
How does cultural diversity contribute to local well-being?

- 5.14 Potential questions to assess **social well-being** and also inform discourse about what we *mean* by social well-being in the locality and for current and future generations include:

Why is there such a disparity in life expectancy in the area?
Do we understand the local determinants and patterns of mental health problems? What role does working poverty; poor housing and stress have on this?
what is our understanding of child poverty in the area and our success in tackling this through current interventions?
What role does broadband availability have in particular communities on social cohesion?
Are current health interventions sufficient or is something different required from the PSB?
How does rural /urban poverty manifest itself?
What are the pressures and trade-offs for health provision in rural areas?
How does the link between income and health manifest itself in the locality?
What is the strength of the community sector in supporting social well-being -, the nature of social networks, the social fabric of towns and towns and villages, and the role of the non-monetary economy in social well-being, physical assets, food banks, community asset transfer etc.) and levels (and strength) of unpaid care?
Where are affordable houses are being located and the gap between demand and supply?
What is the outlook for social care given current models of provision?
Loneliness and isolation are clearly an issue, but how significant is it and where? What is in place to tackle this already?
What are the assets for young people in terms of culture, social networks and economic opportunities?
What is the role of the role of FHE institutions on social well-being?
How big a problem is cyber-crime and how might this affect our communities?

- 5.15 We found that the major strategic challenges and opportunities were often lost when data determined the narrative, for example business start-ups were often used in WBAs to indicate or measure business vitality, whereas Brexit, the City Deal, welfare reform and other strategic determinants of local economic well-being were given little attention. WBAs could provide more strategic context so that those using WBAs could understand the scale of the challenge or opportunity and how the data presented fitted in with this.

- 5.16 A great deal of evidence was presented particularly on health and environmental issues which had generic descriptions of why a particular ‘challenge’ mattered alongside data sets, with no interpretation of the significance of the challenge in the locality. This left us with limited understanding, for example, of how critical levels of obesity might be in the area, or how significant the risk of climate change was to vulnerable communities, or how effectively the interventions listed in the WBA were addressing multi-generational poverty.
- 5.17 A major concern for us was the lack of synthesis of what the WBA was telling us about strategic challenges. Very few provided summaries or analysis of what the major pressures and trade-offs²⁰ were in the locality, or what the data was telling us in a conclusion. We found it very difficult to understand how the wealth of data would be analysed and major challenges and opportunities discussed as well-being planning progressed. One PSB provided a particularly strong example of how to include challenges that their area faced in the short, medium and long terms in terms of population growth, climate change, housing, inequalities and community cohesion²¹.
- 5.18 This lack of analysis and prioritisation of key challenges emerging out of many of the WBAs led to some PSBs identifying ‘issues we could consider’, with limited rationale of why these issues had been chosen. It is clear that much activity is going on (beyond the scope of this report) within the PSBs to think about priorities using the well-being goals and sustainable development principle²², but is this adding value and helping them to explore these challenges? Clearly further research on this would be useful to understand how major challenges and opportunities have been reflected in discourse on objectives for well-being planning.
- 5.19 PSBs also provided some analysis of key issues for public services. This enabled us to get a sense of their understanding of the pressures and challenges for delivery of public services in the short and medium term. Many community consultations for the WBA focused on public service needs through questions on ‘concerns’, ‘what you would like to see’, ‘what do you like about where you live’, how would you like your community to be in the future. With sections included in the WBA on ‘what citizens want’ ‘How the public sector contributes, and’ ‘are needs being met’.
- 5.20 Much of the information was provided in separate ‘engagement’ reports provided by many of the PSBs²³, and often reflected the ‘service’ focus of the consultation. As a whole, the same criticisms on a lack of interpretation of data apply to the use of this data, as in practice it does little to tell us about the challenges to current or future public service delivery in the locality.
- 5.21 Many WBAs focus on community access to services and list interventions but provide little indication of whether public services are sufficient, stretched or critical to address the public need. There was a strong focus on Council services and how they were viewed in the consultation.
- 5.1 A small number of WBAs²⁴ focused on specific implications to the public sector of wider challenges to well-being with most acknowledging the stretched provision of health and

²⁰ Vale of Glamorgan produced a SWOT analysis

²¹ Cardiff

²² Caerphilly, Torfaen

²³ Caerphilly, Carmarthenshire, Ceredigion, Newport, Powys

²⁴ Ceredigion, Cardiff, Powys

social care and an ageing population. Information from the population assessment carried out for the Social Services and Well-being Act also provided insight into the needs of particular groups in communities. However, as whole WBAs provided little insight into public service pressures on environmental, economic, social and cultural well-being.

5.2 Some WBAs focused on specific services and their performance e.g. education, road maintenance, recycling. This provided no insight or context on the significance of the data to well-being. Just because a set of data is available and relevant to a 'topic' or theme should not mean it is included as part of an *assessment* of well-being without interpretation. Typical questions which could be asked are: What does this data tell us about the opportunities for young people; how we are dealing with an increasing waste problem; how will roads be maintained in the future?

5.3 Our other observations on public service needs and how they inform our picture of local well-being are that:

- the focus on life stages helped some PSBs to focus on public service needs throughout their WBAs only with limited reflection on service pressures and wider strategic context.
- analysis was needed on the adequacy of public services, the criticality of current situation, where public services were under the most pressure, and whether current approaches were sufficient or of concern for the present or the future.
- greater detail was needed on the role of third sector organisations in supporting community needs and how the third sector supports public sector activity and may do so in the future.
- There is a greater need to reflect on spatial approaches to service provision in rural, inland and coastal areas, as well as in the home, through centralised and decentralised activities and cross border contexts. This analysis will be essential for PSBs to use the WBAs to influence collective action for the future.

5.4 Overall, there was a very limited analysis of implications of the data for public sector service provision. This needed further analysis to inform our understanding of sufficiency of current approaches; spatial differences; and on gaps, strengths and vulnerabilities in particular localities and for particular challenges. It is important that analysis on this is picked up in the well-being plan process to inform future service provision and to inform their public bodies' service redesign. Three key questions may help to inform future work: What are the key challenges to communities and the public sector from the issue? Are current approaches adequate to meet the challenges in the locality? What further activity is needed for now and for the future?

5.5 Reflecting on the quality of the draft WBAs, we suggest that policy communities are stretched across Wales, have struggled to analyse and interpret complex data and come to a conclusion about its significance and why it matters to people's well-being. Is this symptomatic of a wider 'policy malaise' and a result of long term erosion of policy expertise across Wales, something that was first highlighted in 1998 as Welsh

Government was established²⁵.²⁶ Subsequent service redesign in public bodies as a result of austerity and public service reform has also seen a steady erosion of policy expertise. We explore this issue in more detail in Section 8 of this report.

5.6 The WBFGA now offers us the chance to look at policy and its ‘fitness for purpose’ with a new lens. PSBs need to invest in policy analysis – and see this as a valuable and essential part of well-being planning. We need to understand the data we are collecting better, and be more confident about analysing this and developing a ‘big picture’ to inform our local actions. Strategic thinking of the sort is essential if the well-being agenda is to be more than wrapping up existing activity under a new banner.

²⁵ K Bishop and A Flynn (2005), Sustainable Development in Wales: Schemes, Structures, Debate and Delivery, Contemporary Wales, Vol 17, 2005, p92-112.

²⁶ K Bishop and A Flynn, (1999) The National Assembly for Wales and the Promotion of Sustainable Development: implications for collaborative government and governance’, Public Policy and Administration, Vol 14, No2, 1999, pp62-76.

6 Production of Well-being Assessments

6.1 Part of our research, through our phone conversations and documentary analysis focused on the production process of WBAs, the wider context of their production, how the WBAs were going to feed into the well-being planning process, and how they were seen by those producing them. We found a diverse approach to WBAs as tools for well-being planning.

6.2 We suggest that WBAs are seen as playing multiple roles and that they may be viewed by individuals in a variety of ways, as:

- a) a task to undertake for the PSB to comply with the requirements of the WBFGA
- b) a resource to develop a conversation on local wellbeing within the community and partners
- c) as an evidence base for selecting plan objectives
- d) as a tool to be developed to guide ongoing decision making within the PSB and its partners
- e) as a tool to challenge normative approaches to well-being at a local level.

6.3 This offers us an opportunity to consider different modes of operation of the PSB teams, PSB Boards and the organisations involved in providing and analysing evidence for the assessments. How could we classify the dominant approaches to WBAs from the wide range of organisations involved in their production?

6.4 We found in a few cases, little link between the WBA itself and plan production, with some PSB teams, at this time, being very unclear about what the WBA was for and how it would be used in coming months to inform well-being planning. We see these PSBs as approaching the WBA in a '*compliance mode*' at the time the WBA was produced. Questions about what the plan 'was for' and how the WBA would inform it received vague answers.

6.5 Many other PSBs invested resource in consulting widely with their communities about what well-being meant to them, concentrating on developing a conversation with individuals and groups to get local perspectives on priorities. We see these PSBs as being predominantly in a '*conversation mode*', perhaps with little clear understanding of how this wide discussion might inform the plan in coming months. Members of some teams reflected that may have been better to spend more time at the beginning of the process thinking about what the plan might be for, before going into wide consultation about the assessment.

6.6 Many also saw the WBA as gathering evidence to support the rationale for what would be going into the well-being plan – as a means to an end, with a strong focus on objectives. We got no sense from some of these conversations or the documents provided that WBAs were viewed as a tool to be invested in over time. We see these PSBs as being in an '*objective mode*'. In these cases PSBs framed well-being predominantly through a 'standard' lens of existing measures, interventions and issues, as we explored in Section 3.

6.7 In contrast, there were some examples of PSBs which had clearly set up their WBA frameworks as a tool to add to over time, in terms of both the data and evidence under different themes, or in community profiles. This was a clear indication to us, that the PSB were committed to investing resource to develop their evidence. In these few cases, there was also a strong reflection on data gaps and data quality with suggestions on where the PSB might like to invest resource into gathering data to develop a better local understanding of well-being. We see these PSBs as being in an '*investment mode*'.

6.8 In only a few cases were there indications that the WBA might influence other agendas within the locality. In a few there were clear links to the Local Development Planning process, in others, staff envisaged the WBA being used and developed as a core resource, used by staff to form part of the business case of new activity and to help decision making and strategy beyond the Well Being Plan. We view this type of activity by PSBs as being in '**wider-application mode**'.

6.9 Finally, we suggest that WBAs could be used as a tool to explore and challenge normative views of well-being at a local level. As we discussed in earlier sections, we saw very little exploration by PSBs in debating alternative views of what well-being might mean within a locality. We would view this type of activity as PSBs using the WBA in a '**challenge mode**'.

6.10 It is important to note that none of these approaches are wrong or right and some PSBs perhaps displayed multiple approaches. Nevertheless, we suggest this typology may be applicable to our thinking on how individuals might view and use WBAs. This may explain some of the key barriers found by PSB teams in their work including: the willingness (or lack of it) of bodies to share information; and the status and profile of the WBA in relation other pressing work for partners and executives. It may also help to explain the limited scope of WBAs and the lack of interpretation and challenge on key issues that we have previously discussed (see Section 3.).

6.11 Differing views of what the WBA's functions were, may have resulted in some PSBs attempting a very difficult balance between providing a community level outward facing document, reflecting the 'conversation' with the public, alongside technical data on well-being drawn from strategic, operational, scientific and service based sources. In future, PSBs could develop a number of different 'products' for different audiences – the public, decision makers, policy communities and operational functions – to communicate the data and its significance at varying levels of complexity.

6.12 Our research also sought to understand how the Sustainable Development Principle (SDP) was applied to WBA production. In the statute the principle is defined as,

ensuring the needs of the present are met without compromising the ability of future generations to meet their own needs"

As we suggested in previous sections, we found limited evidence that this trade-off between present and future generations was explored within most WBAs. We also found limited acknowledgement of how current practices may compromise (or not) the ability of future generations to meet their own needs. Good practice²⁷ on considering 'the future' focused on asking questions on the consequences of inaction; or the consequences of particular trends to communities if the trends carried on. This is an area where we believe that PSBs need to develop their insight into the consequences of long term trends in the locality and 'challenge' the ability of current approaches to ensure well-being for future generations. We pick this up in more detail in Section 7 of this report. We see this issue as distinct from the way in which PSB applied the *five ways of working* to their work.

6.13 We found some evidence that a small number of PSBs had considered how the five ways of working applied to their approaches to develop the WBA²⁸. It is unclear whether in these cases that using the five ways of working had impacted on the scope and methodology of the Assessment or whether these were aspects of the WBA merely exemplified the long term, collaboration, integration, involvement and prevention. In these

²⁷ Cardiff, Powys, Swansea

²⁸ Pembrokeshire, Swansea, Torfaen, Cardiff, Wrexham

examples the general approach was to suggest the 'ways of working' had been *met* by one or more of the following.

- *Long term* – through the use of long term data.
- *Involvement* – through the consultation work undertaken.
- *Collaboration* – through the PSB project team and the stakeholder engagement.
- *Prevention* – through the discussion of early intervention.
- *Integration* – linking health to the environment.

It was unclear in these cases whether anything had *changed* as a result of applying the ways of working to the WBAs, or that orthodox approaches to evidence gathering had been challenged. An innovative approach was used in one PSB²⁹ that used the ways of working as part of its consultation to ask the public how effectively public sector organisations were using them. In future PSBs providing a clearer explanation of how the five ways of working had helped them to apply the sustainable development principle may be beneficial.

6.14 Perhaps of more concern are the greater number of WBAs which repeated the statutory duty on the PSB to use the sustainable development principle without any further reference to how it had influenced their work. Two failed to mention this duty. We suggest that in most cases PSBs view the five ways of working as the sustainable development principle.

6.15 We believe that the distinction between the SDP and the 'ways of working' is important. It is unlikely that PSBs will *challenge* existing approaches if they only apply the ways of working – and not the principle itself in their work. The principle is not intended by the WBFGA to enable the public sector to justify or re-assure stakeholders about the 'quality' of their approach to well-being but to be a major challenge to current approaches to planning our public services.

6.16 Our telephone conversations and our review of the WBAs and various consultation and engagement reports showed that the production of WBAs had resulted in a number of clear benefits including:

- acting as a major catalyst for public bodies to work together between organisations in the PSB, regionally and nationally and to develop professional relationships and understanding of each-others' roles
- to help to establish working relationships within individual PSBs
- encouraging wide engagement with the public on well-being using a variety of techniques – to reflect well-being from an individual, community, partnership and generational perspectives (both young and old people) and those with particular needs.³⁰

6.17 There has been a major effort from PSBs to engage with the public to develop evidence for the WBA. Numbers range from thousands ³¹to dozens in others. The interpretation of this carefully gathered material in the main WBA was variable, with some weaving in the qualitative data from this engagement into a compelling narrative about well-being³², others

²⁹ Wrexham PSB

³⁰ Wrexham PSB developed an innovative approach to engage the public sector staff, community, voluntary and private sectors, youth parliament to explore the seven wellbeing goals and the sustainable development principle

³¹ Carmarthenshire

³² Powys, Vale of Glamorgan, Wrexham

providing word maps, and list of issues with no interpretation. It was unclear in some WBAs how community views had influenced the narrative or analysis beyond focusing on service delivery.

6.18 Our other observations about the production process and its impact on the WBAs are;

- the need for greater balance between consultation and analysis. In some PSBs we felt the focus was on the conversation itself, rather than what it told us about well-being in the area.
- the WBA had helped some PSBs to establish radically different approaches to working together and helped collaboration to evolve to another level in the locality³³.
- that some Councils had taken the lead on behalf of the partners out of 'necessity to get the job done', and Councils and University Health Boards had maintained a dominant position in shaping and drafting the WBAs.
- that parallel engagement with population assessment process was often difficult and confusing for officers, the public and other actors.
- there has been little engagement with the private sector³⁴ and their role in well-being – whether as employers, as part of the fabric of the community, or as local economic 'assets'. The contribution of the private sector to well-being is poorly represented and understood.
- There is a need for a clearer explanation of the role of the voluntary sector in producing the WBAs. They have clearly acted as a conduit for information gathering but how well have they shaped the WBA itself? Have they been involved in analysis of the data and what this means from a third sector perspective?

6.19 How did PSBs focus on data gaps within the Assessment? A small number of authorities provided insight of where their evidence base needs developing in separate sections³⁵ and in one case a separate report³⁶ where the PSB provided evidence of some analysis of the overall WBA process and what was missing. This suggests that some PSBs may see the WBAs as a tool to invest in to develop their understanding of well-being over time.

6.20 Others provided data lists under titles of 'issues for possible consideration' 'gaps in what we know' and 'developing our evidence base.' Over half the draft assessments had no reflection on data gaps or needs. A constant re-evaluation of data needs to inform well-being planning as it progresses in Wales. It is vital that PSBs do not see WBAs as a one off exercise to get over the 'compliance' line for the WCFG, but as a tool and resource to develop over time.

6.21 Part of our analysis focused on how effectively the PSBs communicated the role of the WBA, its aim, how it related to the plan and how stakeholders could remain involved. Our observations made about the lack of synthesis or analysis of the main messages from the

³³ Conwy & Denbighshire, Cwm Taf

³⁴ Wrexham have had positive engagement with the private sector through a wide ranging and high quality consultation process.

³⁵ Swansea, Torfaen

³⁶ Powys

WBA applies to the Executive Summaries in the documents too. These focused predominantly on the legislative context, what had been done, but not what the WBA told the PSB.

6.23 The draft WBAs often referred to vague commitments to an ongoing process, but with no insight into prioritisation or methods for developing objectives and many provided little or no information what the Plan was for – other than to meet statutory requirements.

6.25 As set out in Section 2, as part of our support to the OFGC, we have engaged with a group of stakeholders through a reference group to understand their own experience of PSB production³⁷. Many of these bodies have regional footprints dealing with multiple PSBs and some had national roles dealing with all 19. What were the key messages emerging from WBAs for them?

6.26 The Reference Group see a number of challenges for PSBs and policy communities across Wales as a whole:

- better utilising the skills and information (including knowledge) in organisations to support PSB work
- addressing skills deficits in the public sector to analyse, interpret and apply information to our policy challenges
- shifting practice from utilising traditional/historic approaches to policy challenges
- pooling analytical capacity from key bodies to address our policy challenges from multiple perspectives

6.27 This feedback from stakeholders from across Wales suggests an appetite for PSBs to alter their 'frames' for well-being – away from orthodox approaches to measuring 'topics' 'data dumps' and 'words' to a more nuanced approach of local planning for well-being.

6.28 Our next section focuses on how Future Generations have been reflected in the well-being assessments.

³⁷ See Appendix C for Reference Group contributors

7 Future Generations

- 7.1 Part of our research focused on the level of foresight and use of future trends analysis that PSBs had used in producing the WBA, as well as evidence that the PSBs were considering the well-being of future generations in their work. This is an important part of the statutory duty in the Act. PSBs have a legal duty to utilise the sustainable development principle and must demonstrate in their work that: “*the ability of future generations to meet their own needs*” is not compromised by our current and planned actions.
- 7.2 How did the PSBs consider future generations in their work? There were a small number of PSBs which provided a very distinct focus on the potential impact of ‘topics’ on future generations of people living within their area³⁸. For each topic there was a reflection on what the long term outcome or scenario might be given existing trends, what questions this might raise, the consequences of inaction and the shift required to take preventative measures. While the quality of the analysis was variable, the discipline of thinking specifically about future generations is clearly part of the assessment. One PSB focused on future scenarios in their community areas – providing a persuasive narrative about the likely impacts of trends for different communities.³⁹ This clearly shows that PSBs are capable of applying qualitative analysis techniques to consider future generations.
- 7.3 The majority of PSBs however provided little insight in the WBAs on future generations or multi-generational policy challenges. In a small number of cases PSB teams questioned the validity and value of focusing on the future, describing it as an ‘inexact science’ others were very vague when questioned about their approach to long term planning and foresighting. PSBs are legally required to focus on future generations through the WBFGA and there is clearly a gap in understanding among those involved in Assessments which needs to be addressed.
- 7.4 Where long terms trends were acknowledged, generic, national material was referred to without applying this to the locality, in terms of climate change, economic change Brexit and technological change. Data from the Climate Change Risk Assessment, and when it became available, material from Welsh Government on Future Trends⁴⁰, was referred to but in most cases, its relevance to the area was not explored or explained.
- 7.5 In our telephone conversations with many PSB teams which had not focused on futures in the draft WBA, there was a common acknowledgement that they could have done much more, by working on local scenarios. They saw seeing value in the process, but also indicated that this was a skills gap which would need support.
- 7.6 There were several distinct approaches to including future trends in the WBAs:
- a separate section which repeats the Welsh Government narrative
 - references to long term challenges and data within themes e.g. ageing population within the ‘social’ theme
 - a section on future trends under each topic e.g. affordable housing
 - a section focused on future prospects – e.g. delivering social care

³⁸ Cardiff, Powys

³⁹ Vale of Glamorgan: Eastern and Western Vale and Barry.

⁴⁰ Welsh Government (2017) Future Trends Report

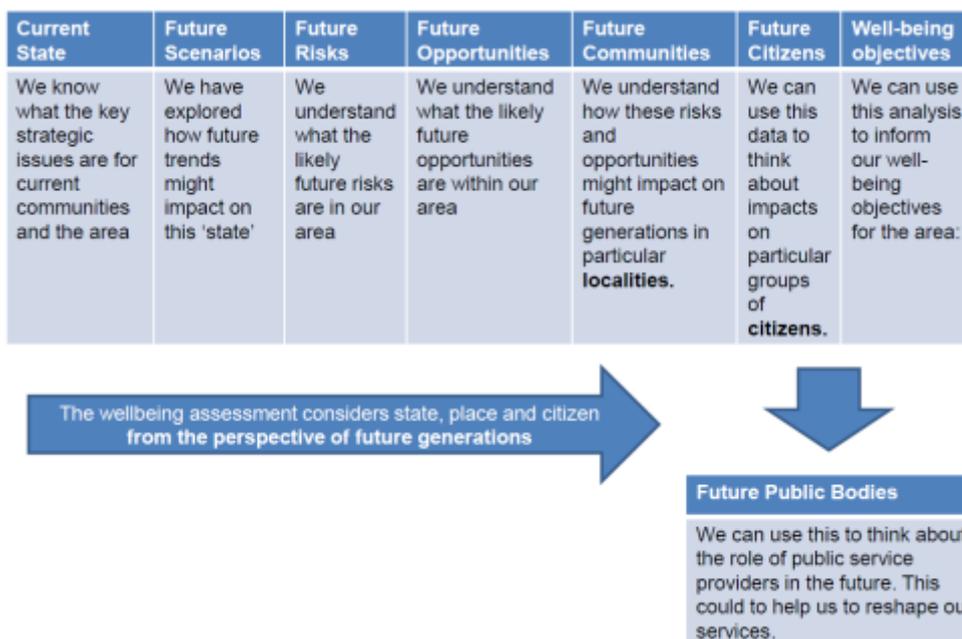
- through a question in a consultation “*what would you like well-being to look like in the future*” “*What do you want Wrexham to be for your grandchildren?*”
- 7.7 Brexit was an issue which featured in several of our conversations with PSB teams. This is an issue with clear uncertainty on its consequences over the medium to long term, but PSBs should have an understanding of their current reliance on EU farm subsidy and funding levels for skills, regeneration, infrastructure and rural development. Some PSB teams expressed their difficulty in thinking about this issue without hard evidence to support their analysis.
- 7.8 Other discussions on future trends centred on how they could be applied to the life stages frame used by some PSBs, where the focus is on challenges and needs at different stages in an individual’s life from being born to old age. We suggest that there is an opportunity to use future trends in this frame by focusing on the well-being of a citizen or community in 2050. The Welsh Local Government Association explored the use of 2040 and 2050 futures scenarios in Swansea and Newport, producing support materials and case studies at a ward and community level⁴¹. These types of techniques might be used to inform well-being planning and assessments, for both an individual and a community.
- 7.9 The key here is to build capacity for people to go beyond normative approaches to policy development and to enable them to be more comfortable with uncertainty while using their expertise to make reasonable assumptions, which can be scrutinised, about the impact of future trends in the locality. The challenge for policy makers is to make a ‘judgement call’ *on behalf* of future generations. These are skills that policy communities in Wales need to develop to meet the duties under the Act on the sustainable development principle.
- 7.10 The Data Unit conference in 2016 focused on well-being assessments and one of our team was invited to discuss how future generations might be represented in WBAs. A model was presented at the conference which is still relevant to our discussion about foresighting in PSBs, many of which have clearly struggled to understand how to think about future citizens and over decades and multi-generational time frames to⁴². The model shown in Figure 5 shows how a well-being assessment which covers state, place and citizen can, over time develop a clearer sense of the likely impact of future trends in a locality, and can also inform the way in which public sector bodies and PSBs can plan public services for the long term.
- 7.11 This model *Future Generations and Well-being Planning* also provides us with a touchstone of where PSBs in Wales are now, in terms of understanding future trends and their potential impacts:
- there is great variability in how PSBs articulate the key strategic issues for their areas and how future trends might impact upon them
 - a small number of PSBs have explored how future trends might impact locally
 - there is only a generic understanding of risks from future trends
 - there is only vague and very limited understanding of future opportunities

⁴¹ <http://wlga.wales/well-being-of-future-generations>

⁴² Local Government Data Unit conference paper: The challenge of ‘state’ & place for future generations. Dr. Alan Netherwood 3rd March 2016

- there is minimal focus on how future trends might impact on particular communities⁴³
- there is limited understanding of impacts of future trends on groups and individuals from a citizen’s perspective.
- work is underway in some Councils on thinking about future trends and their service redesign⁴⁴.

Figure 5 – Future Generations and Well-being Planning⁴⁵
(Netherwood 2016)



- 7.12 This model could be used by stakeholders to understand how they might apply futures thinking to their work in PSBs. It is clear that support is needed in PSBs to shift their frame of thinking to longer timescales and to focus on future generations, which includes our younger current citizens, but also future citizens arriving in our communities in coming decades.
- 7.13 We also examine other ways in which future generation’s interests might considered by PSBs in the next section of this report, which explores emerging questions from the WBAs for our governance for sustainability in Wales.

⁴³ Vale of Glamorgan as cited previously were a good example of focusing on localised impacts of future trends

⁴⁴ City & County of Swansea

⁴⁵ If using this please reference this as Netherwood (2016) **Future Generations and Well-being Planning model**. This figure is not to be reproduced without the authors’ permission.

8. Assessments and governance for sustainability – emerging questions for well-being planning in Wales

8.1 There is great diversity in PSB approaches to measuring well-being in Wales. This is the first time that there has been a statutory duty on PSBs and their constituent organisations to develop a whole area approach to understanding and measuring well-being in their locality. We believe that PSBs have found this difficult to manage within the timescales, resources, and the skills available to them at a time when they are evolving as new partnerships with new responsibilities.

8.2 We also understand that there is an ongoing commitment from PSBs, statutory consultees and the OFGC that well-being planning will be a continuous process of refinement and improvement over time.

8.3 It is important for us to develop our thinking about the scale of the improvement needed not just in terms of data collected, and the way it is communicated, but also how effectively these exercises help us to understand the tensions, difficulties, opportunities and ways of defining well-being at a local level; more generally, what does the PSBs approach to well-being assessments tell us about our journey towards sustainability in Wales? Are these approaches:

- helping us with evidence that can be used towards more sustainable pathways and outcomes in our communities?
- being used by PSBs to reinforce how policy challenges are viewed within silos and to perpetuate 'traditional approaches and interventions'?
- adapting the public sectors' thinking on what sustainability means for our communities and how it should work collectively to improve well-being?
- offering support for a step change in the scale and nature of our approaches to delivering well-being or will they maintain our slow, incremental approach to our most urgent policy challenges?

8.4 Our team has been considering these questions and reflecting on our answers as advice has been provided to the OFGC and in the production of this analysis. This section helps us to explore these questions in more detail using some conceptual ideas to help us to understand what WBAs mean for the governance of sustainability in Wales. How we understand governance matters because it influences the nature and extent of policy change and who might be able to steer that change.

8.5 At the outset, it is worth noting that sustainability has become mainstreamed - it is now part of the way of operating of partners in PSBs. WBAs have been set up as an important part of the tools of governance for these new partnerships. They have 'status', on paper, and potentially can act as key mechanisms to shape the direction and scale of how PSBs work on well-being across Wales.

8.6 *Meadowcroft and Steurer (2013)*⁴⁶ have analysed the relationship between the use of assessments and their value for policy on sustainable development. They point out that:

⁴⁶ James Meadowcroft & Reinhard Steurer (2013): Assessment Practices in the Policy and Politics Cycles: A Contribution to Reflexive Governance for Sustainable Development? Journal of Environmental Policy & Planning

“Sustainability assessments are closely tied to governments...rely primarily on expert judgements and are often instrumental because they do not question existing governance arrangements” pg.18

- 8.7 Clearly, WBAs have been developed with a heavy reliance, over a short period of time, on policy experts from partner organisations. It is our contention that, as a result WBAs provide a very limited a *challenge* to existing agendas or dominant interests. There is little exploration by PSBs of policy conflicts, trade-offs, the effectiveness of managing well-being, or questioning of existing arrangements, and whether these activities and interventions are most suited for delivering well-being through public services.
- 8.8 The failure to reflect upon the context in which they are produced means we believe that there is a risk of WBAs becoming routinised or bureaucratised, , limited in their critical analysis of data and of what the data means for a PSBs ability to address well-being at a local level. Lack of interpretation of the data along with limited appreciation of the strategic context in which PSBs operate and unwillingness to question the ends and means of policy is of concern. If evidence being gathered that is not informing our approach to a policy challenge or questioning our existing approaches then there is limited chance of achieving a step change in how we address well-being locally.
- 8.9 Is this an example of those producing WBA s playing it safe and not wishing to raise difficult questions within an uncertain and stretched public service landscape? Have WBAs, managed by public bodies reinforced existing agendas and justified current approaches, rather than informing debate about how collective action can provide a ‘step change’ in local well-being planning? *Meadowcroft and Steurer* provide insight into how assessments can limit the policy debate:

our observation is that, in spite of the proliferation of countless systematic state sponsored assessments, their influence remains limited....the difficulty in operationalizing and communicating sustainable development, the inherent complexity of the socio-economic and environmental issues involved, and the relative inexperience of the institutions engaged in such assessments may go some way to explaining this tendency.”pg.17

- 8.10 We believe WBAs should help PSBs think through the *change* required to address local well-being, because current approaches are not delivering the scale of change required to address some of our community’s most urgent challenges, or plan for a more sustainable future. We find little evidence from the WBAs that careful scrutiny of current approaches to ask if they are fit to tackle the problems they were designed for. How can we enable those producing WBAs to challenge existing unsustainable approaches and enable actors to feel confident about challenging dominant policy agendas? We recognise that the making and delivery of a deeper and more radical form of sustainable development is challenging for government at all levels, and that those involved need to be supported and encouraged to do this.
- 8.11 *Meadowcroft & Steurer* recognise the tension between actors, who have created policy and assessments which may contradict and question current political practice. Are WBAs being sufficiently robust in challenging dominant frames of well-being or reinforcing them? (See Section 3.)

the messages these assessments convey are often unwelcome to political and policy actors. Addressing sustainability requires a significant break with existing societal practice. pg. 17

8.12 It is at present a moot point as to whether well-being assessments and well-being planning can provide a challenge to dominant, unsustainable economic and social agendas. Is well-being assessment to become a technocratic process or can WBAs make a significant difference to current approaches to policy and delivery?

8.13 Evidence would seem to suggest that PSBs are playing 'safe' in how they are approaching well-being; well-being is perceived as a variant of a weak form of sustainable development. The information provided by PSBs shows that meanings and constructions of sustainability are cautious and do not challenge a business-as-usual approach. Particular challenges involve thinking of future generations, the long-term and trade-offs. The WBAs suggest that thinking on sustainability is narrow and shallow and not close to the long term, preventative, integrated approach suggested by the WBFGA.

8.14 How might we approach well-being planning and WBAs so as to recast governance in a meaningful way that brings to the fore the choices inherent in sustainability? For example, between current and future generations, an area in which the WBAs provided minimal evidence? Stirling (2006)⁴⁷ has provided a helpful distinction between different types of governance for sustainable development, which might provide a useful tool for PSBs to use to approach policy, evidence and plans.

- **Unreflective** – a narrow, instrumentally driven decision network
- **Reflective** – where efforts are made by policy actors to recognise side effects and seek multiple perspectives before making decisions on the best possible choice
- **Reflexive** – a more self-aware and critical mode of thinking that is open to multiple perspectives, continually questioning the ends and means of policy.

8.15 Based on our interpretation of the information provided in the well-being assessment we would argue that governance in Wales is largely in an **Unreflective** mode at the moment. PSBs have provided well-being assessments to meet their perceptions of government criteria and to a pre-determined timetable. Meeting the timetable and using the language of government on well-being has too often seemed to be more important than systematically analysing what local well-being might mean, the priorities for action, and the timeframe for delivery.

8.16 If PSBs are to be encouraged to move towards a more **Reflective** mode of thinking about WBAs (including their limitations), then they need to be reassured that they have the licence to do so. Partners in PSBs need to have the confidence that they have 'protected space' (Smith and Raven 2012)⁴⁸ in which they can think innovatively and creatively. Can the Office for Future Generations provide the conditions under which those protective spaces might be nurtured?

8.17 This model also raises some interesting questions about the tensions between the governance 'cycle' as set out in the WBFGA and where in this cycle of assessment, planning, delivery, reporting and evidence gathering we can find time to explore more

⁴⁷ Stirling, A. (2006) Precaution, foresight, sustainability: Reflection and reflexivity in the governance of science and technology, in: J.-P. Voss, D. Bauknecht & R. Kemp (Eds) *Reflexive Governance for Sustainable Development*, pp. 225–272 (Cheltenham: Edward Elgar).

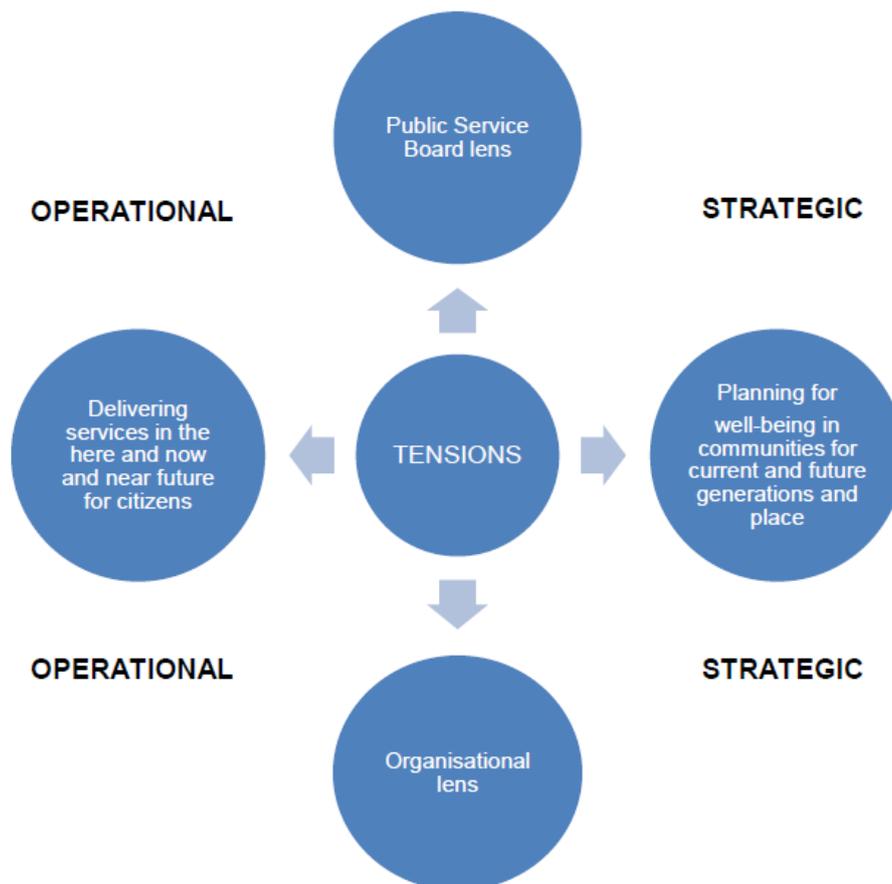
⁴⁸ Adrian Smith & Rob Raven What is protective space? Reconsidering niches in transitions to sustainability. *Research Policy* 41 (2012) 1025– 1036

reflective and indeed **Reflexive** approaches to well-being and sustainability?. Where, within the five year period outlined in the Act will key actors be prepared and encouraged to nurture an alternative style of governance that raises contentious issues, that challenges dominant policy paradigms and institutional approaches? We suggest that those involved in producing Assessments and Plans and those involved in creating the conditions for well-being planning should give this issue serious consideration.

8.18 Our research has also raised some other key issues which need consideration at the national level. These are described in the paragraphs below and we have developed a number of conceptual ‘models’ to help the WBA ‘community’ explore the tensions which need resolving if WBAs are to evolve as a meaningful policy tool as part of the WBFGA .

8.19 The first considers inherent tensions in how different organisations are approaching well-being assessments – and may have subsequent impacts on approaches to well-being planning. The following diagram tries to illustrates these tensions:

Figure 6 – Tensions in assessing well-being⁴⁹
(Netherwood, Flynn, Lang 2017)



⁴⁹ If using this please use the reference this as Netherwood, Flynn and Lang (2017) Tensions in assessing well-being model. This figure is not to be reproduced without the authors’ permission.

The model suggests that those involved in well-being planning are stretched in multiple ways in terms of how they approach Assessment, including:

- between their need to demonstrate *organisational* delivery and the new collective partnership approach advocated by PSBs;
- between *operational delivery* of services as a partnership and the need to operate at a *strategic level* for their area and focus on 'place' and;
- between delivering for communities in the *here and now* and to consider the impact of their work on *future generations*.

8.20 In some of the more 'limited' WBAs these multiple tensions have resulted in an evidence base which is service focused, a narrative which reinforces existing organisational agendas and approaches to well-being and focuses on issues that are predominantly in the 'here and now'. In many cases WBAs lack any consideration of long term impacts on future generations at a strategic level. A key question is how we get PSBs and their activity into the reflective and reflexive space to consider both the 'fitness for purpose' of existing arrangements and the change that is required strategically to plan on behalf of future generations.

8.21 Another key issue is how effectively PSBs can develop their skills to think about well-being from multiple perspectives whilst integrating data from different policy silos, so as to enable them to question the validity of existing approaches to long term well-being. A clear example of where this tension arises is thinking about future trends and the way in which they may impact in the locality in multiple ways and from the perspective of future generations. There was recognition from PSB teams that they did not have the time, and perhaps the skills to do this, and that these were major issues for policy communities across Wales.

8.22 The second conceptual model below illustrates multiple sources of data from which we might develop a picture which recognizes different **perspectives on well-being**, where thinking through a 'futures' lens cannot be marginalised. We suggest that the public sector in Wales needs to invest much more in the skills to develop integrated and future orientated thinking. This is the type of thinking from policy actors and decision makers *on behalf* of future generations envisioned by *Thompson (2010)*⁵⁰ in his work which focuses on how current generations can effectively represent the needs of future citizens.

8.23 This model shows tensions between: the future, the here and now; citizen based, service based, political and place based perspectives; the balance between focusing on deficits and environmental economic, social and cultural capital. It also shows the significance of understanding key drivers and determinants of well-being at different scales local, regional, national, international across economic, social, cultural and environmental themes. This model also suggests there could be tensions between citizen, political public service and scientific perspectives on well-being to add into this complexity.

8.24 We suggest that WBAs should be using *all* of these perspectives to develop their understanding of local well-being to inform policy. This will clearly take skills, resources and major shift from our current situation.

⁵⁰ Thompson, Dennis F. 2010. Representing future generations: political presentism and democratic trusteeship. *Critical Review of International and Political Philosophy* 13(1): 17-37

Figure 7 –**Perspectives on well-being**⁵¹
(Netherwood, Flynn, Lang 2017)



8.25 We also recognise that different PSBs and organisations will have different levels of commitment to the WBFGA framework– and therefore different aspirations of what levels of change to our current approach are required to address well-being. We see variability in the level of commitment being impacted upon by three factors: understanding of well-being and what is required from the WBFGA; how new responsibilities from the Act are viewed and operationalised; and finally the capacity of actors to deliver well-being. We have given some thought to the different instruments that actors may use to promote (or constrain) moves towards more reflexive governance for well-being. We assume that power is not concentrated but rather is shared, contested and negotiated and explore these instruments by using the following terminology: rule-making; funding/resourcing; sharing; enabling, and challenging

8.26 How might different actors in Wales use these ‘instruments’ to improve well-being planning in Wales and address some of the issues outlined in this research?

8.27 We suggest that the *Office for the Future Generations Commissioner* and PSBs need to more effectively explore their common understanding of well-being and of the innovative nature of a responsibility that *all* devolved policy decisions must comply with the WBFGA. This could be achieved through:

⁵¹ If using this please reference this as Netherwood, Flynn and Lang (2017) **Perspectives on well-being model**. This figure is not to be reproduced without the authors’ permission.

- creating physical and virtual fora to share and exchange ideas for example by challenging and examining themes, processes and content of well-being plans;
- enabling innovations and experiments in well-being thinking;
- providing legitimacy for creative challenge to current approaches to well-being planning;
- developing shared ownership and responsibility for effective well-being planning;
- providing legitimacy for critical and reflective thinking by PSBs through all of their work in well-being.

8.28 We suggest that *Welsh Government* need to support PSBs beyond issues of process to think about *content and meaning* of well-being. They could be working with PSBs to understand the meaning of well-being from different areas of Wales so as to inform national debate and policy and the working 'environment of PSBs'. This could be achieved through

- funding/resourcing innovation and experimentation on well-being thinking, process and delivery.⁵²
- a critical review of Welsh Government's rule-making – and how this supports or inhibits innovation through the content of guidance and performance frameworks and funding of PSBs
- sharing policy expertise from within WG to inform local debate, going beyond documentation and formal and informal guidance
- stimulate debate on how actors can share responsibility for effective well-being planning by creating an operating environment for PSBs that supports innovation in delivery and styles of working and lengthens time horizons for example.

8.29 We suggest that *if Public Services Boards* are to be a successful governance reform, PSBs need to be able to demonstrate that they have the ability to connect well-being to their communities now *and* for the future. They could achieve this:

- by sharing and promoting physical and virtual networks amongst themselves and with Welsh Government to promote common thinking on the opportunities and challenges of the well-being agenda as well as developing novel practices for delivery;
- by challenging – testing PSB thinking on current and future community needs and aspirations through peer review, perhaps using the reflective and reflexive technique; and to be open to challenges on the purposes and delivery of services;
- by taking a deliberate rather than notional *responsibility* on behalf of future generations in well-being planning by taking account of the needs of citizens to come.

8.30 In terms of *Citizens*, at a time of considerable economic, social and environmental change, current citizens, and those acting as advocates for future generations, will need to understand the part they can play in helping to deliver local well-being. Whilst PSBs need a better understanding of their citizens aspirations, capacities and challenges in relation to well-being. We suggest that this can be achieved through those involved in well-being planning:

- developing citizen data and knowledge and seeking to nurture citizen expertise, beyond the frame of public services to focus more on assets and place.

⁵² WG have made funding available to PSBs in 2017 to develop innovation around well-being planning.

- creating and supporting physical and virtual networks to stimulate novel means of working with communities and understanding their current and future aspirations.

8.31 We suggest that for *Data Providers* (e.g. NRW, Health Boards, Data Unit and the PSBs themselves) they need to recognise that well-being requires more integrated and nuanced data and that they too need to work co-operatively and explore data needs for understanding the well-being of future generations This could be achieved through:

- resourcing collective work at local, regional and national level to explore data in an integrated way, across policy silos;
- communicating the complex inter-relationships between these, which are currently marginalised in policy discourse;
- empowering staff not just to acknowledge, but to challenge and *change* silo-based approaches to measuring, monitoring and communicating well-being.

8.32 We believe that making and delivering policy on sustainable development is challenging for government at all levels because.

- it forces us to look at current approaches and ask if they are fit for future.
- it diverts attention from dominant policy agendas and reframes them and
- if it is successful it forces shifts in the governance, policy and delivery landscapes

We suggest that the types of activity described above might help to shift the governance, policy and delivery landscapes to focus on the aims of the WBFGA, rather than perpetuating current orthodox approaches for planning for well-being at a local level.

8.33 This research raises some serious questions about the role of WBAs in our approach to sustainable development in Wales, beyond the focus of the Act and compliance with timescales, consultations and well-being plans. We encourage the OFGC and policy communities across Wales to explore the questions raised below and to do so in a way which shifts our policy towards reflective and reflexive governance for well-being and sustainable development. Our team will be continuing to explore these questions within our various individual roles and collectively within Cardiff University.

- A. **Well-being Frames** We now have a clear idea about how sustainable development is conceptualised by PSBs. Does this need to shift or are we happy with the way things are going? Thinking on sustainability, as demonstrated in the WBAs is often is narrow and shallow. How can we get a broader understanding of social, environmental, cultural and economic capital in our communities as well as our deficits? How at the same time can we plan at a strategic level whilst taking account of a wide range of local 'measures of well-being'? To what extent and in what ways should a wider range of stakeholders, perhaps most especially the private sector, have greater involvement in the formulation of well-being planning, and how this might be achieved?
- B. **Bureaucratisation** WBAs could be described as an example of how the political mainstreaming of sustainability leads to its bureaucratisation, as WBAs do not challenge 'business as usual' approaches to policy development and delivery. Rather, the focus is on the production of WBAs in a timely and

efficient fashion. How can we avoid the tendency to bureaucratisation so that WBAs are invested in as tools to develop to add value to the work of PSBs and the wider set of third and private sector actors in Wales?

- C. **Politicisation** The ‘topics’ covered by many WBAs are those which are already ‘managed’, arguably representing a safe and uncontentious view of sustainability at a local level. Does this represent a depoliticisation of sustainability? How can resource management challenges between current and future generations be acknowledged and tackled? How do we resolve the tension between local politics and the fact that many current approaches (that have political support) are not fit for the future? Should WBAs have an active role in politicising local well-being planning?
- D. **Reflective/Reflexive Governance** Meanings and constructions of sustainability remain difficult and are open to interpretation by individuals particularly in our thinking on future generations, the long term and trade-offs. How do we encourage PSBs to think more broadly about long term well-being from multiple perspectives, and feel comfortable about challenging existing perspectives and approaches? How do we develop capacity in PSBs to enable them to better explore contentious issues in local well-being planning?
- E. **Supporting policy communities** It is our belief that our policy capacity across Wales is limited and needs to be afforded greater value and resource. This raises a serious issue about how we support our policy experts to use gathered evidence to communicate the *significance* on current and future well-being to decision makers. How might learning on well-being be promoted a) within and b) between PSBs? What practical things can the OFGC, Data Unit., WLGA, WG and others do to create the conditions to improve the quality of WBAs?
- 8.34 The WBFGA gives us licence of explore much better and more sustainable ways to deliver well-being at a local level. WBAs are a major opportunity to reframe our public services to promote sustainability and deliver better outcomes for both current and future generations. We hope that some of the content of this report helps those involved in well-being planning to reflect on the fitness of our current activity and that these actors can implement some of the changes needed to deliver the step change envisioned by the Act.

Appendix A: Reviewed Material from PSBs

(please note that where a publication date is not stated, this was not provided)

Blaenau Gwent PSB

Blaenau Gwent Well-being Assessment 2017 Consultation Draft: Introduction
Blaenau Gwent Well-being Assessment 2017 Consultation Draft: Economic; Social; Cultural; Environmental Sections
Blaenau Gwent Well-being Assessment 2017 Consultation Draft: Blaenau Gwent We Want Display Boards

Bridgend PSB

Bridgend Public Services Board Local Assessment of Well-being. Consultation Draft. January 2017

Cardiff PSB

Cardiff Public Services Board: Draft Well-being Assessment: Summary Jan 17
Cardiff Liveable City Report 2017: Draft Jan 2017
Neighbourhood Partnership Area documents for Cardiff: North; South; East; West; South East; South West
Overview: Statistics Spreadsheet

Carmarthenshire PSB

Carmarthenshire Well-Being Assessment 2016
Well-Being Consultation & Engagement Report: Carmarthenshire
Assessment of Local Well-being Joint Methodology: Framework: Carmarthenshire, Ceredigion & Pembrokeshire. March 2016
Well-Being Factsheet
Carmarthenshire Public Services Board - National Well-being Indicators - Baseline Data

Caerphilly PSB

Caerphilly County Borough Area Assessment of Local Well-being final draft 30.11.16
Engagement process for the assessment stage of 'The Caerphilly We want' 2016. Report.

Ceredigion PSB

Ceredigion Assessment of Local Well-being. Consultation Draft January 2017
Ceredigion Assessment of Local Well-being. Consultation Engagement Report November 2016

Conwy PSB & Denbighshire PSB

Conwy & Denbighshire Assessment of Local Well-Being: Conwy & Denbighshire Public Services Board. February 2017
Conwy & Denbighshire 11 Area Profiles

Cwm Taf PSB

Cwm Taf Draft Well Being Assessment March 2017 [Summary Document]
Cwm Taf Draft Well Being Assessment Appendix 1 - Cultural Well-Being
Cwm Taf Draft Well Being Assessment Appendix 2 - Economic Well-Being

Cwm Taf Draft Well Being Assessment Appendix 3 - Environmental Well-Being
Cwm Taf Draft Well Being Assessment Appendix 4 - Social Well-Being
Cwm Taf Draft Well Being Assessment Appendix 5- NSF & PWC Stakeholder workshop report

Flintshire PSB

Flintshire Public Services Board of Local Assessment of Well-Being February 2017
Flintshire Public Services Board of Local Assessment of Well-Being – Summary Draft - February 2017
Flintshire Public Services Board - Assessment of Local Well-being 7 Area Profiles

Gwynedd Môn PSB

Gwynedd - What's Important?
Anglesey What's Important?
Data tables Assessment of Local Well-Being Anglesey & Gwynedd
It's your area: What's important? 2016 and Information Packs (a sample of 4 from 13: Bangor, Ffestiniog, Caergybi and Ynys Cybi, Talybolion)
Natural Resources Wales - Public Service Board: Anglesey & Gwynedd; Environmental Information for Well-being Assessments Gwynedd Information

Monmouthshire PSB

Monmouthshire Public Service Board Well-being Assessment: Summary
Monmouthshire Public Service Board Well-being Assessment

Neath & Port Talbot PSB

Neath Port Talbot Public Services Board: Well-being Assessment: Economy; Social; Environment: Cultural. March 2017
Neath Port Talbot Public Services Board: Port Talbot; Swansea Valley; Dulais Valley; Amman Valley; Pontardawe; Afan Valley, Neath; Neath Valley. March 2017

Newport PSB

Newport Community Well-being Profile 2016
Newport Well-being Assessment Engagement Programme 2016
Community Well-being Profiles 2016 – (as a sample of 20): Pilgwenlly; Lliswerry; Rogerstone; Caerleon

Pembrokeshire PSB

Pembrokeshire Public Services Board - Well-being Assessment for Pembrokeshire - Consultation Version February 2017

Powys PSB

Powys Public Services Board - Well-being Assessment (September 2016) the following 13 documents:

1. Main Document;
2. Social key Findings;
3. Environment Key Findings;
4. Culture Key Findings;
9. Assessment findings and impact on Well-being Goals;
10. Data considered not to have an impact

- | | |
|---|---------------------------------|
| 5. Economy Key Findings; | 11. Gaps in our evidence; |
| 6. Links and Potential responses; | 12. Key sources of information; |
| 7. Producing our Well-being Assessment; | 13. National Measures |
| 8. Engagement; | |

Swansea PSB

Swansea Public Services Board Assessment of Local Well-being 2017: The evidence base for Swansea's Well-being Plan. Consultation Draft -Jan 17

Swansea's Assessment of Local Well-being 2017 [Draft] Annex 1: A Demographic Profile of Swansea

Swansea's Assessment of Local Well-being 2017 [Draft] Annex 2: Community Areas in Swansea by Lower Super Output Area (LSOA)

Swansea's Assessment of Local Well-being 2017 [Draft] Annex 3: Background to the Assessment

Torfaen PSB

Executive Summary - Torfaen Well-being Assessment Consultation Draft December 2016

Part 1 - Torfaen Well-being Assessment Consultation Draft December 2016

Infographics Drafts: Part 2 - Blaenavon; Part 3- Pontypool; Part 4 -Cwmbran; December 2016

Vale of Glamorgan PSB

Executive Summary - Vale of Glamorgan Well-being Assessment Consultation Draft December 2016

Vale of Glamorgan Well-being Assessment Consultation Draft December 2016

Community Profile Consultation Drafts: Vale of Glamorgan; Barry; Eastern Vale; Western Vale. December 2016

Vale of Glamorgan Well-being Assessment Evidence Reports: Section 1 Having a healthy and active future; Section 2 Being Part of Safe and Active Communities; Section 3 Maximising Opportunities and Attainment

Appendix B - References

- Adamson, D & Lang, M (2016) Sustainable Places Research Institute, Cardiff University (2016): All Around Us: The Pontypool Deep Place Study
- Bishop, K & Flynn, A (2005) Sustainable Development in Wales: Schemes, Structures, Debate and Delivery, Contemporary Wales, Vol 17, 2005, p92-112.
- Bishop, K & Flynn, A (1999) The National Assembly for Wales and the Promotion of Sustainable Development: implications for collaborative government and governance', Public Policy and Administration, Vol 14, No2, 1999, pp62-76.
- Cresswell, T. (2014) Place: an introduction. John Wiley & Sons, p12-14
- Feindt, P.H & Netherwood, A (2011): Making sense of climate change. Notes on interpretive policy analysis and discourse analysis in sustainability research, in: Paul Blyton and Alex Franklin (Eds): Researching Sustainability: A guide to social science methods and practice, Earthscan, 2011
- Meadowcroft, J & Steurer, R (2013): Assessment Practices in the Policy and Politics Cycles: A Contribution to Reflexive Governance for Sustainable Development? Journal of Environmental Policy & Planning. September 2013.
- Netherwood, A (2016) Local Government Data Unit conference paper: The challenge of 'state' & place for future generations. Dr. Alan Netherwood 3rd March 2016
- Smith, A & Raven, R. (2012) What is protective space? Reconsidering niches in transitions to sustainability. Research Policy 41 (2012) 1025– 1036
- Stirling, A. (2006) Precaution, foresight, sustainability: Reflection and reflexivity in the governance of science and technology, in: J.-P. Voss, D. Bauknecht & R. Kemp (Eds) Reflexive Governance for Sustainable Development, pp. 225–272 (Cheltenham: Edward Elgar).
- Thompson, D. F. (2010). Representing future generations: political presentism and democratic trusteeship. Critical Review of International and Political Philosophy 13(1): 17-37
- Welsh Government (2015) Shared Purpose: Shared Future: Draft Statutory Guidance for the Well-being of Future Generations (Wales) Act 2015. SPSF, 1,2,3,4
- Welsh Government (2017) Future Trends Report

Appendix C – Reference Group Contributors

Arts Wales - Sian Tomos, Chris Batsford
Bangor University - Einir Young, Carl Hughes
Cardiff University - Hannah Pitt, Dr. Andrew Flynn
Data Unit Wales - Andrew Stephens
Natural Resources Wales - Ruth Tipping, Helen Fletcher, Miki Miyata-Lee
Netherwood Sustainable Futures – Dr. Alan Netherwood
Office of Older Peoples Commissioner – Iwan Williams
Office of the Children's Commissioner - Paul Lewis
Office of Welsh Language Commissioner ' - Huw Gapper, Anna Rolewska
One Voice Wales – Lyn Cadwallader
Police and Crime Commissioner – Jeff Cuthbert
Powys Police – Liane James
Public Health Wales - Catherine Weatherup
Public Policy Institute Wales - Dan Bristow
South Wales Police - Bonnie Navarra,
South Wales Police – Liane James, John Wainwright, Jenny Rogers Allison Tennat
Sustainable Development Coordinators Cymru – Heather Delonnette
WCVA - Clare Sain-ley-Berry
Welsh Government - Jamie Smith, Sioned Rees
Welsh Local Government Association - Neville Rookes
WWF Cymru - Anne Miekle

Office of Future Generations Commissioner: Kate Hamilton; Cathy Madge; Heledd Morgan;
Tanya Nash; Michael Palmer.