

Public Document Pack

Bwrdd Gwasanaeth Cyhoeddus Powys Public Service Board

Meeting Venue

By Teams

Meeting Date

Thursday, 29 April 2021

Meeting Time

10.00 am

For further information please contact

steve.boyd@powys.gov.uk



County Hall
Llandrindod Wells
Powys
LD1 5LG
22/04/2021

AGENDA

1.	ATTENDANCE AND APOLOGIES	10.00 am Chair
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To welcome attendees and receive any apologies.

2.	RECOVERY PLANNING AND WELL-BEING ASSESSMENT	10.05 am Emma Palmer & Catherine James
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To receive an update on delivery of the One Powys Plan programmes

2.1. To discuss Covid-19 recovery planning:

- The wider Economy
- Opening of Public Services
- New Ways of Working

2.2. To receive a presentation on the planned approach for development of the Well-being Assessment.

2.3. To consider the paper from the Welsh Government and Future Generations Commissioner's on their expectations of the next Well-being Assessments.

(Pages 5 - 14)

2.4. To consider the offer from Co-production Network for Wales, and agree if Powys PSB should confirm an interest in being one of three PSB's they

provide support to.

(Pages 15 - 16)

3.	OVERVIEW OF OUTCOMES FROM THE PSB RECOVERY WORKSHOP AND TO CONSIDER DELIVERY PLANS FOR STEPS 4, 7 AND 8	10.30 am
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3.1. To present and confirm the outcomes of the PSB Recovery Workshop held on 6th November. Emma Palmer

3.2. To receive presentations on the Delivery Plans for Steps 4, 7 and 8.
Steps 4 & 7 Diane Reynolds. Step 8 Gavin Bown/Anne Weedy

4.	PRESENTATION ON COMMUNITY WEALTH BUILDING / PROGRESSIVE PROCUREMENT	11.30 am John Heneghan
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To receive a presentation from the Centre for Local Economic Strategies on Community Wealth Building / Progressive Procurement work.

5.	PSB LEADERSHIP OF STEP 2	11.50 am Stephanie Evans BBNPA
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To discuss and consider new leadership for Step 2: Establish a simple and effective Performance management Framework to monitor progress in delivering the Well-being steps.

6.	WELL-BEING STEPS - QUARTER 4 2020-2021 HIGHLIGHT REPORTS	12.00 pm Emma Palmer
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To receive the quarter 4 2020-21 highlight reports for each Well-being Step.

Summary of RAG status is outlined below:

Step	BRAG
1	Amber
2	TBC
3	Amber
4	Amber

5	TBC
6	Amber
7	Amber
8	Amber
9 and 10	Green
11 and 12	Amber

(Pages 17 - 34)

7.	PSB ANNUAL REPORT 2020-2021	12.10 pm Rhian Jones
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To discuss timescales, lead and format of the 2020-21 Annual Report.

- Covid-19 response/ Towards 2040 objectives

8.	REPORTS FOR INFORMATION	12.15 pm Chair
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The following reports/ presentations are provided for information:

- Operation Dawns Glaw - Multi Agency Task Force
- Welsh Parliament Public Accounts Committee Report -Delivering for Future Generations: The story so far March 2021

(Pages 35 - 152)

9.	MINUTES AND MATTERS ARISING	12.20 pm Chair
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To approve the minutes of the previous meeting held on 25 September 2020 and consider any matters arising.

(Pages 153 - 158)

10.	ANY OTHER BUSINESS	12.25 pm Chair
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To consider any matters of urgency as agreed in advance with the Chair.

11.	DATES OF FUTURE PSB MEETINGS	
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30th July 2021

28th October 2021

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To: Chairs of Public Services Boards

19 March 2021

Dear Chairs

We are writing to you about the next assessments of local well-being which will be due for publication in May 2022. In response to your feedback, and in an effort to be as helpful as possible in supporting you to prepare these assessments, we are providing you with a clear set of joint expectations. Our focus is on the main areas we consider will go towards providing you with a comprehensive view of the state of well-being in your area, ultimately equipping you with a good, clear understanding of the sort of priorities you as a PSB can target your collective efforts to best effect on in your well-being plan.

Covid-19 has brought huge challenges to the public sector and PSB partners have demonstrated real dedication and resolve in overcoming some truly testing situations over this period. PSBs are demonstrating that they too have a crucial role to play in the recovery from the pandemic, in considering the social, economic, environmental and cultural impacts on communities and co-ordinating the longer-term response. Many of you will have produced community impact assessments and these will be useful starting points for the well-being assessments.

We recognise that the assessments are a big undertaking and our officials want to support you in the best way possible. The attached annex sets out clearly what our expectations are, the ways we can support you, and helpful resources.

Yours sincerely

Sophie Howe
Comisiynydd Cenedlaethau'r Dyfodol Cymru
Future Generations Commissioner for Wales

Julie James AS/MS
Y Gweinidog Tai a Llywodraeth Leol
Minister for Housing and Local
Government

Canolfan Cyswllt Cyntaf / First Point of Contact Centre:
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Rydym yn croesawu derbyn gohebiaeth yn Gymraeg. Byddwn yn ateb gohebiaeth a dderbynnir yn Gymraeg yn Gymraeg ac ni fydd gohebu yn Gymraeg yn arwain at oedi.

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Welsh Government and Future Generations Commissioner's Expectations: Public Services Boards and the second round of Assessments of Local Well-being (2021-22)

Overarching messages

- This is about **purpose not process**. Your assessments are significant because they have an important role in determining what your boards' priorities should be, and what will be in the local well-being plan.
- We would like to see boards operating within the spirit of the Act and we are looking for your approach to be **ambitious but achievable**. We want your PSBs to *aspire* to produce an excellent assessment, but also recognise the time and data available to you may limit what you can deliver. As a minimum, it is expected that:
 - The assessment covers the four dimensions of well-being (i.e. economic, social, environmental and cultural well-being) rather than focusing too heavily on one aspect, and draws out the links between pieces of data rather than viewing them in isolation.
 - The assessment takes account of the long term needs of the area as well as the short term.
 - The assessment looks at both the PSB area as a whole and at smaller communities and localities within the PSB area.
 - The approach taken to preparing the assessment reflects the 5 ways of working¹.
- The assessment is the **foundation on which everything else is** built. Boards should have a robust, objective understanding of their area to inform decisions on where they should focus their combined efforts. It is the point at which you *consider everything* to enable you to prioritise and not *cover everything* in your local well-being plan.
- We would like to see **leadership and buy-in** from organisations across the PSB, and a clear collaboration and connection between the executive/senior members of the PSB and support teams/officers.
- Ideally, the PSB members would **collaborate** to inform the development of the assessment.
- The assessments are important as a **wider resource** for partners, communities and others to draw on for the next five years. We encourage you to factor this thinking into their design, use and function.
- You should see the assessments as part of an **ongoing journey** on the use of evidence and analysis – continuing to build on their assessment of your area beyond the formal publication of a product to meet the legal requirement.
- There is **complete local (or regional) flexibility over how PSBs (plus RPBs and other partnerships) organise themselves to produce these**

¹ Long term, Prevention, Integration, Collaboration, Involvement

assessments, plans and how they deliver them. For example, using the last assessment as a starting point for update and refinement may be reasonable, if it incorporates and builds on all of the learning from the first round.

- We recognise the challenges locally in making sense of the requirements on the same organisations to produce similar assessments and plans under different national legislation e.g. the Population Needs Assessments. We would encourage partnerships to seek to **join up and avoid duplicating** work.
- In the context of the current expected timescales of local government elections, your Board must publish its assessment no later than **5 May 2022**.

Key differences from the first round of assessments

- There should be **learning from the first iteration**. We encourage you to reflect on your first round of the assessment process and your own experiences, and working as a Board, decide collectively what you're going to be doing and what you'll put most focus into. Consider any feedback on the first cycle of well-being assessments from members of the public, other organisations within your area, the formal feedback from Welsh Government and the [Future Generations Commissioner](#), to **consider what you may wish to improve upon or do differently this time round**.
- There is an opportunity to **reflect on the new sources of data and information which are available to the Board** since the last assessments were produced, e.g.:
 - Your experience of delivering the Act;
 - Local involvement exercises;
 - National data and information, e.g. core data sets from Data Cymru; NRW's Area Statements; Data Cymru's data catalogue; national briefings, and Audit Wales and other inspectorate reports.

Welsh Government will update you on sources available to support you.

- We continue to encourage **local variation** in how the assessments are approached. Your Boards have (deliberate) flexibility in how they are structured, provided they meet the core requirements set out in the Act and statutory guidance. You may wish to structure and present differently this time based on your own views of the last cycle.

Challenges and limitations

- We recognise there may be challenges and limitations to the assessments and would **encourage honest self-reflection** on these in the assessment. It is better to be honest about barriers that have been encountered in the assessment process than to hide them. Telling us about such issues may enable us to support you overcoming these issues.
- Where there are constraints, we would like you to reflect on how you might overcome them – either on your own, or with support from other PSBs and us.

What makes a strong well-being assessment

Data and analysis

Reflecting on the last cycle of assessments and feedback, we generally found that stronger well-being assessments:

- **Demonstrated a critical analysis and interpretation of the data**, and didn't just set out the data collected.
- Were '**honest**' in their assessments, and open/reflective about what the assessment doesn't tell you as well as what it does. For example, where there isn't data available or where the implications are unclear.
- Evidenced how they were **using and understanding the data** sets prepared by Data Cymru.
- Took a **collaborative approach** to the interpretation of data and evidence, drawing on the resources and expertise across PSB members.
- Demonstrated a **good understanding and interpretation** of what national and regional level data/evidence means for the local area.

For the second cycle, you now have information and evidence from the [Area Statements](#) and [State of Natural Resources Report](#) to inform assessments. Your Natural Resources Wales representative can help you interpret these for your area.

Guidance on use of evidence and analysis

- The [guidance on use of evidence and analysis](#) is available to help PSBs prepare assessments.
- It is expected that the assessments will draw largely on quantitative data, supplemented by qualitative data.
- Assessments can be strengthened by moving beyond broad descriptive analysis, and by identifying priorities to be analysed in more depth at a later date to inform local wellbeing plans.

Ways of working - Long-term thinking

Analysis from the [Future Generations Commissioner](#), [Audit Wales](#) and others (e.g. [Cardiff University](#)) has highlighted that generally, futures and long-term thinking is an under-developed area. Stronger assessments of local well-being will:

- Undertake **sophisticated planning for the future**, informed by a rounded understanding of current needs, future trends and multi-generational policy challenges. Future techniques can help here.

- **Make use of the second Future Trends Report**, interpreting what these mean for your local area. There will be support sessions in conjunction with Welsh Government on this in 2021.

This is an area where we hope to provide tailored network support through 2021-22, in conjunction with the second Future Trends report, and building on the futures / long-term webinar we held with coordinators in December 2020.

Ways of working - Involvement

Due to the pandemic, community involvement looks and feels different to before. However, this has opened the door to new opportunities and a way for both organisations and people to learn new skills. Strong well-being assessments will:

- **Build on the base-lining involvement exercises undertaken during the first round** which sought to establish what the issues were (as opposed to starting again). For example, involving people around your existing objectives with a focus on what has improved, and what still needs doing.
- **Apply a range of involvement methods, tools and approaches** – as was discussed during the ‘involvement’ webinars in October 2020 and February/March 2021.
- Evidence the **work undertaken with other organisations and networks** that has helped influence and inform your involvement.
- **Build on some of the great examples of collaboration with the voluntary sector and local communities** we’ve seen through the pandemic, and how you are using that information to inform your thinking, planning and delivery. For example, the [Blaenau Gwent Locality Response service](#) redeployed staff from departments across the local authority to coordinate an emergency response in partnership with third sector organisations, ensuring people could access the support they needed in their community.

Feel free to **be creative** in how you’re approaching involvement in your area. For example, Brecon Beacons National Park authority have been using Minecraft as an involvement tool for their [town centre plan](#).

As outlined below, we will use the network meetings, bulletins, online webinars and other means to **share good/best practice** on this theme. Looking at ways of being creative when approaching involvement is also an area we can explore if this would be helpful.

Support from Welsh Government and the Office of the Future Generations Commissioner

Timescales

What we will do:

We have considered in detail your feedback from the Coordinator meetings, PSB Assessment Survey and online sessions held in November ('Involvement') and December ('Futures/long-term') 2020.

Through these, you shared what you believe are the key challenges and opportunities for working better together as we head into the second round of well-being assessments. To help you develop your second well-being assessment, we are:

- **Continuing to run the national network meetings, topic focused webinars and online meetings** through 2021 with other organisations and networks, building on the 'involvement' and 'long-term' events held in November and December 2020 ([WG/FGC](#))
- Running a **Future Generations Xchange** event in March 2021 to share best practice and demonstrate the impact of PSBs ([WG](#)).
- Using the network meetings, bulletins, online webinars and other means to **share good/best practice** on themes such as 'data analysis', 'community involvement' and 'futures and long-term'. This is particularly powerful when hearing from PSBs who feel they're delivering aspects such as these well ([WG/FGC](#)).
- Offering regular '**drop-in clinics**' to offer advice (including commissioning analysis of wellbeing data), test ideas, and clarify requirements on the well-being assessments and well-being plans ([WG](#)).
- Preparing a **core data set**, through Data Cymru, containing approximately 75 indicators that would be used by most, if not all, PSBs as part of the well-being assessments ([WG](#)).
- Preparing a **data catalogue**, through Data Cymru, which will identify data and information not readily accessible e.g. from public bodies named in the Act and other national organisations such as Sport Wales, Arts Council of Wales, National Museum of Wales, Police Services and Commissioners. Data Cymru could then support and simplify the data requests to avoid overwhelming those sources ([WG](#)).
- Working **with the Welsh Government team leading on the Future Trends Report to ensure alignment and integration** between your work and theirs, as it develops. We are looking to improve the timeliness of the report for use in the assessments ([WG/FGC](#)).
- Welsh Government and Future Generations Commissioner recognise the challenges in developing these assessments under the current circumstances. **Welsh Government support, including regional funding**, has been designed for the coming year with the involvement and consultation of coordinators.

We are also exploring:

- Working with research expertise to prepare national briefings on high priority topics of common interest e.g. impacts of Brexit and people with protected characteristics (WG).
- The potential for **small, online communities of PSB practice (peer networks) on particular themes** (e.g. futures, involvement, data, etc.), if you think this would be beneficial (WG/FGC).
- Tailoring our approach to **provide practical advice and information and shorter feedback**, building on the comments you've provided on our advice and support during the last round of well-being assessments (WG/FGC).
- Sharing the best way for enabling you to have **clear, direct contacts within our respective offices**. This has been a consistent ask in your feedback (WG/FGC).
- **Sharing the work the Future Generations Commissioner does to seek to reduce the complex landscape public bodies and PSBs operate in and** to try to make implementation of the Act easier, through publishing Ministerial letters and providing transcripts of Senedd Committee evidence hearings etc (FGC).
- Setting out how we (and Data Cymru) could potentially **support you on data analysis and interpretation**, stepping up from just providing data (WG/FGC).

Roles

- **Welsh Government** has an **operational** role in supporting PSBs in undertaking the assessments – providing clarification on the requirements; facilitating the sharing of learning between PSBs, providing specific support to ensure that PSBs are able to deliver effectively. Please direct any queries to lgpartnerships@gov.wales
- **The Office of the Future Generations Commissioner for Wales** (in addition to commenting on individual assessments) has a **strategic** role in identifying and seeking to address common issues/draw out the broader learning from the exercise for achieving the ambitions of the Act e.g. common challenges or gaps. Currently, please direct any queries to contactus@futuregenerations.wales using ref: 'PSB Well-being Assessments' and it will be assigned.

Resources

Key reports

- [Well-being in Wales: Planning today for a better tomorrow](#)
- Audit Wales: [So, what's different?](#)
- The Future Generations Report: Ch 2 - [Welsh Government](#) and [public bodies](#) and Ch3 [Well-being Goals](#).
- [Implementing the Sustainable Development Principle](#): Public Health Wales and Kingston University produced a report on the five ways of working.
- The Future generations Commissioner's '[Journey to involvement](#)'.
- [The 2020 assessment of sustainable management of natural resources in Wales](#)

Implementing longer-term planning and decision making

- [Government Office for Science](#) and the '[Futures toolkit for policy makers and analysts](#)'. A set of tools to help embed long-term strategic thinking within the policy process, and explains how to ensure they have real impact.
- [FGC Three Horizons Toolkit](#): to help you think and plan long-term.
- [Futures for Wales Report](#) (2018). In partnership with Public Health Wales, this report identifies tools and approaches for long-term planning.
- [A shift in governance, policy and delivery for future generations? Well-being planning in Wales \(Cardiff University\)](#)

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Rhwydwaith
Cydgynhyrchu
Cymru

Co-production
Network
for Wales

Pawb gyda'i gilydd
All in this together



Co-production and involvement in PSBs

Mes Yn Dderw: Co-production acorns for public service oaks

The Co-production Network for Wales has secured 5 years of funding from the National Lottery Community Fund to work with Public Services Boards (PSBs) on their implementation of co-production and involvement, with an initial focus on well-being assessments.

We are an independent non-profit, and the leading organisation in Wales with specialist expertise in these areas. We support a cross-sector community of practice, and we offer training, advice and consultancy in both strategic and delivery organisations.

We know [there is a gap](#) between the aspirations of our (still young) devolved legislation in terms of involving citizens and communities in the co-production of public services, and the reality of implementation on the ground. We believe that only by getting enough co-production and involvement happening across our Welsh public services, will we achieve the scale of impact that is required for sustainable change.

“Public bodies should be embedding a culture of citizen and stakeholder involvement...This means having meaningful conversations with people in communities, finding out what matters to them, and reflecting their views before decisions are reached.” ~ Future Generations Report, 2020



We propose to work hands-on with 3 PSBs (or clusters of PSBs in which collaborative relationships are well established), and build on the first round of well-being assessments to deepen your engagement and involvement practice. We will:

- **Work alongside your teams** to support practical implementation and develop their capabilities, capacity and confidence. We are not consultants who take the work away and do it *for* you, instead we work *with* you; through experiential learning and working on relevant and immediate issues, we shift behaviours and cultures.
- **Create the conditions for sustainable relationships** between organisations and with communities and citizens through an ongoing involvement infrastructure; relationships are fundamental to co-producing and operating in complexity, and contribute to the long-term sustainability of this work.
- **Develop meaningful engagement opportunities** including with seldom heard voices, that will lead to the involvement of communities in the co-production of local solutions, where both people and professionals leverage their strengths and resources to effect positive change.

Work will begin in June 2021 with a focus on the well-being assessments, and carry through planning and implementation. We are fortunate to have been granted funding that will enable us to support PSBs throughout the entire 5-year cycle, and through them affect the broader public services landscape in Wales.

Each of the 3 PSBs or clusters we work with will access **an average of one day (8 hours) per week** of consultancy, advice and support from our co-production consultants who bring to the table a broad range of skills and experience. You will have a primary team of two consultants, and the support of the rest of our co-production team as relevant and appropriate. With 50 days of collaborative support per year for 5 years, we can achieve a significant shift in practice and behaviours. Of course we will develop specific work plans and timings around your needs, but broadly speaking, we will work with you to:

- **Develop and deliver** the engagement and communications plan for your Well-being Assessments, utilising remote and in person approaches as applicable.
- **Consolidate relationships** of trust and continue to engage with local stakeholders and residents to shape the Well-being Plans that are informed by the assessments
- **Co-produce local responses** to the priorities identified in the Well-being Plans (through the continued involvement of communities, community-led organisations, statutory and third-sector partner organisations).
- **Build capability and confidence** with co-production, facilitation, and associated skills.

While we will be working hands-on with 3 PSBs or clusters, in order for all the other PSBs to also benefit from the programme **we will connect with the PSB network** and share findings, experiences and lessons learnt. This will also fit within the wider context of the Co-production Network's existing cross-sector community of practice. We are therefore looking to work with a range of 3 PSBs or clusters whose variety of contexts and learnings will benefit the greater number.



To let us know you're interested, email Rachel Wolfendale, programme manager, by close of play **Friday 7th May 2021** (rachel@copronet.wales). Please tell us:

1. Who you are, and which PSB (or cluster) you are writing on behalf of?
2. Which other members of the PSB (or cluster) have you discussed this opportunity with, and who is on board? Does anyone have any questions or concerns?
3. What are you already doing in terms of engagement and involvement? What has your approach been so far, specifically with regards to the Well-being Assessments?
4. What value would this programme add to your existing work, and how would it increase your impact?
5. Who would be part of the team we would be working directly with? Will they have capacity (of time, and of focus) to take on this work?
6. Is there buy-in and permission at senior leadership level to support and advance this work?
7. If you're a cluster, what are your arrangements and how well embedded are your collaborative practices?

We will get in touch to arrange meetings in the following week, so we can answer your questions and discuss this further. We will decide through these conversations which combination of 3 PSBs or clusters we will be working with, with a view to begin in early June.

We look forward to hearing from you.

Details	Step	Step number and title
	Lead	Lead contact at organisation
	Project/ Action/ Indicator	Element within step that is being reported
	Description	Description of what this element involves
Activity/ Status	Activity this quarter	What's happened?
	Implications for next quarter	What's going to happen?
	RAG	What is the overall status traffic light colour?
Risks and Controls	Main Risks	What are the risks to this element?
	Current and planned controls	How are these risks being, or going to be, controlled (mitigation, contingency, etc.)?
	Risk RAG	What is the overall risk traffic light colour?
Assurances	Recent assurance activity	What related assurance activity has occurred through scrutiny, audit, Wellbeing commissioner, etc.?

Reporting Period:	Quarter 4 January to March 2021
Overall BRAG Status of the Step:	AMBER

Details				Actions/Status			Risks and Controls			Assurances
Step	Lead Officer	Project/ Action/ Indicator	Description	Activity this quarter	Implications for next quarter	Overall RAG status	Main Risks	Current and planned controls	Summary Risk RAG	Recent assurance activity
Step 1: Actively engage with residents, communities and key stakeholders to promote, shape and deliver our vision for 2040.	Clr Rosemarie Harris (Powys County Council) Emma Palmer, Powys County Council	Development and publication of PSB Annual Report 2021, in line with statutory legislation deadlines.		No activity undertaken as next annual report is not due until July 2021.	All Step Leads to continue to provide quarterly updates to help inform the end of year report.	Not Applicable	Lack of progress/ achievements to report against the 12 Well-being Steps as Covid-19 has caused delay to many projects.	PCC to seek clarification from Welsh Government about expectation of 2020-2021 Reports.	AMBER	Quarterly Reports being submitted by the majority of Step Leads to gather information and evidence for the Annual Report.
Step 1: Actively engage with residents, communities and key stakeholders to promote, shape and deliver our vision for 2040.	Clr Rosemarie Harris (Powys County Council) Emma Palmer, Powys County Council	Development and implementation of a Public Engagement Platform.		A lot of preparatory work has taken place in quarter 4 in readiness for site implementation. A Data Protection Impact Assessment was agreed between partners, new site domains have been set up, and all security compliance checks have been carried out. We have now completed the purchase of a 3-year licence (with grant funding), and partners have had a scoping session to begin fleshing out the site. Due to the restrictions of pre-election period, we don't anticipate using EngagementHQ to its full potential until after the election. This means we'll have a softer launch from the end of March until early May, which will give us time to refine the site, resolve any teething problems, and train the wider team members.	Further training is now being arranged for Q1 of 2021-22.	GREEN	N/A	N/A	N/A	N/A
Step 1: Actively engage with residents, communities and key stakeholders to promote, shape and deliver our vision for 2040.	Clr Rosemarie Harris (Powys County Council) Emma Palmer, Powys County Council	Develop Communications and Engagement Plan		No activity undertaken as waiting for prioritised Steps (4, 7 and 8) to update their Delivery Plans following the PSB Workshop in November 2020.	PCC Comms and Engagement Officer to work with Delivery Groups for Steps 4, 7 and 8 to develop cross-cutting Comms and Engagement Plan, following PSB approval of the updated Step Delivery Plans.	RED	Step Delivery Plans are not detailed enough to inform an effective Communications and Engagement Plan. Other Steps continue to carry out Engagement independently, rather than looking for opportunities to collaborate.	PCC Comms and Engagement Officer to attend future Delivery Groups for Steps 4, 7 and 8 to identify opportunities for joint engagement and communications.	AMBER	PSB coordinator has contacted operational STEP Leads to discuss requirements around updating Delivery Plans.
Step 1: Actively engage with residents, communities and key stakeholders to promote, shape and deliver our vision for 2040.	Clr Rosemarie Harris (Powys County Council) Emma Palmer, Powys County Council	NRW Grant funded Project (Powys Support Local)		A marketing and awareness raising campaign #SupportLocalPowys that encourages residents, businesses and partner organisations to work together to strengthen the social and economic well-being of the county in carbon friendly, productive and sustainable way was maintained throughout Q4. The campaign supports the aims and aspirations of the Powys Public Service Board and the 12-well-being steps in the Towards 2040 Plan, as well as the Corporate Vision 2025, which has key priorities including 'We will develop a vibrant economy'. It has promoted collaborative working and encourage residents to support locally produced goods, enjoy local attractions and facilities, when possible complying with Covid restrictions, to reduce the impact on the environment and promote responsible and sustainable use of resources. It has raised awareness, re-connect residents with the environment and encourage a reduction in the county's carbon footprint.	Grant submission claim will be submitted at the conclusion of the campaign at March 31	GREEN	N/A	N/A	N/A	
				https://en.powys.gov.uk/article/9271/Support-Local-Powys-Campaign						
										
Step 1: Actively engage with residents, communities and key stakeholders to promote, shape and deliver our vision for 2040.	Clr Rosemarie Harris (Powys County Council) Emma Palmer, Powys County Council	Support the PSB Scrutiny function to ensure engagement from key stakeholders.		The PSB Scrutiny Committee planned for February was cancelled. The Quarter 3 Step Highlight Reports were circulated to scrutiny members for consideration.	Support PSB Scrutiny with review of Step Delivery Plans (4, 7 and 8) and ensure scrutiny receive the Quarter 4 Performance Reports for review. Relevant Step leads to be invited to future Scrutiny meetings to provide accountability against Delivery Plans.	AMBER	N/A	N/A	N/A	N/A

Reporting Period:		Quarter 4 2020-2021								
Overall BRAG Status of the Step:		Amber								
Details				Actions/Status			Risks and Controls			Assurances
Step	Lead Officer	Project/ Action/ Indicator	Description	Activity this quarter	Implications for next quarter	Overall RAG status	Main Risks	Current and planned controls	Summary Risk RAG	Recent assurance activity
3	ACFO Iwan Cray	Sharing information - ALL	Sharing information on interventions and campaigns being undertaken by individual organisations through promotion on partner organisations' websites.	A meeting took place on Tuesday, 01 December 2020, where it was agreed that in order to re-focus and re-energise the Step 3 group it would be beneficial to review and where necessary revise the Step 3 Delivery Plan to ensure that its priorities were relevant and achievable. Next Step 3 meeting date to be agreed. It was agreed that all members would review the current Delivery Plan and provide any comments / amendments prior to the next Step 3 meeting, which was scheduled to take place in January. Unfortunately, due to partner commitments it has been necessary to postpone the January meeting.						
3	ACFO Iwan Cray	Sustainability – Link with Step 7 - Powys County Council, Health Board, NRW, Brecon Beacons National Park Authority.	Sustainability – Link with Step 7 and raise awareness in the PSB, that several partner organisations are looking at installing electric charging points in Powys – NRW, Powys Teaching Health Board, Powys County Council and Brecon Beacons National Park. Discuss the locations of the charging points and undertake a mapping exercise to identify locations, and access appropriate levels of grant funding and/or cost sharing arrangements.	A meeting took place on the 18 February to discuss EV charging points across the County, where there was some really good discussion, lessons learnt and recommendations being shared amongst the group. It was agreed during the meeting that EV charging points/infrastructure/collaborative approach to sharing charging points was an area of high priority for most of the organisations. It was agreed that each organisation would review the current Delivery Plan and provide any feedback/suggestions for an EV charging point/infrastructure action that we could discuss at the next Step 3 meeting (to be arranged).						
3	ACFO Iwan Cray	Provide strategic direction to the Road Safety Partnership - ALL	PSB to provide strategic direction to the Road Safety Partnership element of the CSP, in order to re-energise the work currently being undertaken, and also assist with providing influence regarding data and information sharing to allow successful planning for the RSP. RSP - Strategic direction from PSB obtained - advised to continue with Road Safety Partnership (RSP) meetings.	It was agreed that this action would be removed from the delivery plan, as the initial action has since been completed and following changes in WG level strategies with no specific Road Safety strategy going forward.	Proposal of NEW Action in relation to the WG: - Llwybr Newydd: a new Wales transport strategy to be agreed by the Step 3 Delivery Group during its next meeting. Date to be arranged.			No direction from WG in relation to Road Safety, reduced funding and lack of opportunity to do engagement and training due to ongoing		

3	ACFO Iwan Cray	Identifying active travel opportunities - Powys County Council and PAVO.	Understand the role of the Step 3 partnership group in identifying active travel opportunities as well as different models of community transport in Powys.	A meeting took place on Tuesday, 01 December 2020, where it was agreed that in order to re-focus and re-energise the Step 3 group it would be beneficial to review and where necessary revise the Step 3 Delivery Plan to ensure that its priorities were relevant and achievable. It was agreed that all members would review the current Delivery Plan and provide any comments / amendments prior to the next Step 3 meeting, which was scheduled to take place in January. Unfortunately, due to partner commitments it has been necessary to postpone the January meeting.						
3	ACFO Iwan Cray	wider context of transport infrastructure	Be aware of the outcome of the challenge to the dial a ride permits within the wider context of transport infrastructure in Powys.	A meeting took place on Tuesday, 01 December 2020, where it was agreed that in order to re-focus and re-energise the Step 3 group it would be beneficial to review and where necessary revise the Step 3 Delivery Plan to ensure that its priorities were relevant and achievable.						
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Reporting Period:	Quarter 4 January to March 2021
Overall BRAG Status of the Step:	AMBER

Details				Actions/Status			Risks and Controls			Assurances	
Step	Lead Officer	Project/ Action/ Indicator	Description	Activity this quarter	Implications for next quarter	Overall RAG status	Main Risks	Current and planned controls	Summary Risk RAG	Recent assurance activity	
Step 4: Work with and influence others to ensure improved digital infrastructure for Powys	Diane Reynolds		Work with and influence others to ensure improved digital infrastructure for Powys	12 community sites under development	2 sites ready for implementation	GREEN	Ability to progress this step due to Covid19	Quarterly meetings with all PSB stakeholders to ensure focus on delivery	GREEN	Step meeting to approve actions going forward. Some follow up required with those unable to attend.	
		Data Integration	Gather requirements from across our PSB to design our data integration ambitions	No activity was held this quarter due to business critical activities	We have decided to focus on this next year due to internal priorities for partners	AMBER	Appetite for change across PSB to pooled resource with finance	Rather than a workshop, we will focus on pulling together a survey to help analyse the appetite across partners	AMBER		
		Wellbeing dashboards	Increase our publicly available data from 36 dashboard to 72	Dashboards completed - 72 now available		BLUE					
		Broadband and 4G rollout	Increase our capacity to support broadband and 4G rollout across our communities	PCC funding approved for community broadband post. Emergency Services Network planned increae of 4G masts across Powys. Mid Wales Growth Deal Heads of Terms agreed covering digital investment	Continued implementation	GREEN	Some sites only accesible to EE customers, low Freq transmission and some delays when using Sattelite transmission	Monitor development of community use	AMBER	Regular meetings with BT/EE	
		Residents digital skills	Support the development of digital skills with our residents to reduce travel and protect our environments	Recruitment of Digital Workforce Officer funder from Digital Powys to develop plans for delivery	Development of a digital skills framework underway	AMBER	Planned delivery through Libraries has been on hold due to Covid19	Some Libraries now developing access to PC's, needd to monitor when support could be provided	AMBER		
		Digital Businesses	Support the development of digital businesses	WG update required		AMBER	Broadband infrastrucutre improvements for business without access to superfast broadband or 4G	Linked to Mid Wales Growth Deal	AMBER		
		Digital Environment	Develop opportunities through digital to help protect our natural environment	Digital Transformation Bid to WG for LoRaWAN technology development now delivered and received delivery of hardware	Review partner options to develop this action further	GREEN	funding to install and test technoogy	bid submitted to WG	GREEN		
			Collaboratively deliver an IOT gateway network in Powys to facilitate the use of low cost long life sensors to support all public services	Digital Transformation Bid to WG for LoRaWAN technology development	Look for further investment in technology across all partners	GREEN	No resource developed to develop sensor data analysis	none idetified to date	AMBER		

Reporting Period:	Quarter 4 2020-2021
Overall BRAG Status of the Step:	Amber

Details				Actions/Status			Risks and Controls			Assurances
Step	Lead Officer	Project/ Action/ Indicator	Description	Activity this quarter	Implications for next quarter	RAG status	Main Risks	Current and planned controls	Summary Risk RAG	Recent assurance activity
STEP 6: Develop a holistic approach to skills and lifelong learning, which offers a range of formal and informal opportunities including apprenticeships and traineeships	Dr Caroline Turner Sarah Page	Schools' transformation and post-16 options	The Local Authority has been working on significant plans to transform its schools. The key to the skills agenda will be the reform of Post-16 education and the development of a network of all-age schools to deliver the new curriculum. The emerging proposals aim to secure improved learning opportunities for all learners through access to state-of-the-art facilities with a full blended offer of post-16 options, both general and vocational, and strong pastoral links with schools	<p>Strategic Objective 2.1 (Short-term improvements)</p> <ul style="list-style-type: none"> • Collaborative partnership working across north and south Powys sixth forms will deliver an improved breadth and quality of academic and vocational course provision across Powys through blended learning • To support the broadening of course provision the council and all Powys sixth forms are working together with further education colleges and other providers <p>Strategic Objective 2.2 (Reorganise 6th form provision across the county)</p> <ul style="list-style-type: none"> - Informal stakeholder engagement January to March inclusive has helped to evolve and shape the Post-16 proposal that will go to Cabinet in May - The proposal is to introduce strategic management of the Powys Post-16 offer which will ensure that the offer meets the learner entitlement criteria and has a breadth of academic and vocational courses in the medium of English and Welsh as well as meeting the needs of learners with Additional Learning Needs. Strategic management of the offer will ensure the offer is a Powys-wide one that is accessible to all learners. - Learner Focus Groups have been held with Llanfyllin and Llanfair Caereinion 6th form representatives and a further focus group has been arranged with Crickhowell. The focus group will be expanded to all secondary schools once established. - The Strategic Management process would mean the Strategic Management Board (SMB) (comprising PCC officers and representatives from Powys Sixth Forms) would either make recommendations for or would make the decision regarding* the spending of the Post-16 Grant Funding for Powys. There would also be two cluster groups feeding into the SMB – one for the north and one for the south of the county. The current centres would work together within their cluster groups to identify a suitable curriculum offer and this would be proposed to the SMB to review and approve according to strict delivery standards based on learner entitlement. This will ensure that the curriculum offer has the necessary breadth of vocational and academic, Welsh and English medium and ALN subjects as well as being a Powys-wide offer. <p>*Note this has not yet been determined and legal advice is currently being sought on this matter</p>	The Cabinet Report is being finalised currently and will be ready for first-stage submission to the Transforming Education Board on the 12th April and then for Cabinet on the 18th May. Pending approval from Cabinet the intention is to establish the SMB and clusters in May in order that the new strategic management arrangements can produce a curriculum offer by Christmas 2021 for applications to open for the September 2022 year 12 intake.	GREEN	That the post-16 proposal is not approved. This is a low risk as stakeholder engagement to date has received very positive feedback from all parties.	Continue to engage stakeholders and ensure that the final proposal takes stakeholder feedback into account	AMBER	Schools Transformation Programme Board
6	Dr Caroline Turner Lynne Griffin	Apprenticeship Talent pool	This was launched in 2019 and is a new initiative where people can register their interest in future apprenticeship opportunities within Powys County Council	<p>*A total of 80 applications received to date</p> <p>*Meeting held with the authority's Employer Liaison Officer (Communities for Work + programme) to consider possibility of identifying available apprenticeship positions external to PCC, so that those on the ATP register are aware of other suitable opportunities in the county.</p> <p>*Offering additional support to those whose apprenticeships are coming to an end with the council to secure further employment either internally or externally. e.g. CV writing and interview techniques</p> <p>*Communications team published information during National Apprenticeship week around the benefits of apprenticeships and the WG Employers Incentive which was available to those who recruited new apprentices before 28th February 2021</p>	*Keep sending APT members information regarding apprenticeship/employment opportunities *Refine further the data held on APT members to identify whether they still want to be considered as possible applicants *Raise awareness amongst service areas that the Employer Incentive scheme has been extended to 30th September 2021	AMBER	*Lack of apprenticeship positions available within the authority to meet the demand and interest created by the ATP	*Undertake further discussions with service areas in line with workforce planning activities to identify opportunities for creating apprenticeship positions	AMBER	Workforce Futures Board,
6	Dr Caroline Turner Lynne Griffin	Raise Awareness of Apprentices	Raise Awareness of Apprenticeships to Powys learners	*Videos were created with past apprentices so that they could be used when undertaking awareness raising sessions in schools. These are now available to view on the Apprenticeship page on the PCC internet site	*Produce further videos of apprentices describing the work that they do in order to build a library of the different opportunities available within PCC	AMBER	*Due to the pandemic it is not been possible to go into the secondary schools in Powys to undertake workshops to promote Apprenticeships	*To continue delivering virtual workshops on apprenticeships within secondary schools when requested by Careers Wales and to roll out across all schools once Covid 19 restrictions are lifted	AMBER	Workforce Futures Board,
6	Dr Caroline Turner Lynnette Lovell	Adult Community Learning	The Powys Adult and Community Learning Partnership works collectively to meet the Welsh Government's vision for increased participation by addressing the needs of anyone aged 16 and above accessing an ACL basic skills and/or ESOL programme, including contextualised basic skills and citizenship courses and those learners who wish to acquire or improve their Welsh as a language and those who wish to study through the Welsh Medium	Initial meeting of the Neath Port Talbot (NPT) Learning Skills Network (LSN) and Powys Adult and Community Learning (ACL) Management Group on 19 March 2021, following a decision to amalgamate the previous separate meetings to extend and consolidate collaborative working. Partners include Powys County Council, Neath Port Talbot Council, Neath Port Talbot College, Swansea University, Aberystwyth University, PAVO, Neath YMCA, Neath Port Talbot Council for Voluntary Service, and Siawns Teg.	Consolidate the partnership approach and link the work of the group with the Powys County Council Post-16 and Skills agenda including the Regional Learning and Partnership Board.	AMBER	Effectiveness and visibility of the promotion of adult learning initiatives within the community.	Ensure active engagement in the new Management Group and develop links with the Regional Learning and Skills Partnership.	AMBER	NPT Learning Skills Network and Powys ACL Management Group
6	Dr Caroline Turner Paul Griffiths	Skills in Powys	The development of a Regional Skills Partnership for Mid Wales is key to developing a demand side driven skills agenda. The Joint Committee agreed the Terms of Reference in November 2020, and work is ongoing to establish a RSP Board and infrastructure, and then develop a detailed skills plan for the Mid Wales Region.	Current activity includes adverts and promotion of the position of Interim Chair for the Board along with recruitment of Board Members to represent the organisations and businesses listed in the Terms of Reference. A RPS Manager is also being recruited with an appointment offer having been made. The development of a detailed skills plan will commence once the RSP Manager has taken up post. Close liaison is currently taking place between the existing South West and Mid Wales RLPs to ensure a smooth handover of activity. Regular meetings have been held with WG Senior Civil Servants to ensure close cooperation.	It is planned to complete the process of setting up a Board alongside a calendar of meetings, the first of which will have been held. It is expected that the RSP Manager will have commenced duties and the skills plan will have commenced development. The recruitment of support staff alongside an agreed WG budget will also have been progressed.	AMBER	The recruitment of the RSP Chair and Board is subject to appropriate nominations being received as is the recruitment of the RSP Manager taking up the post. Grant quantum from WG is not yet clear	Project team monitoring progress and reporting to a regional Management Group of Senior Officers. Ongoing discussion with WG Senior Civil Servants is ongoing re. Grant quantum.	AMBER	Joint Committee
6	Dr Caroline Turner Anwen Orrells	Careers Festival 2021	The purpose of the Careers Festival is to inform young people of the opportunities and learning pathways which are available to them	<p>Due to Covid-19, the annual Careers Festival was not arranged. However, all schools were supported to attend the online Careers Fair arranged by Careers Wales on 10th March for learners from Powys and Ceredigion. This event was aimed at pupils in years 9 and above focused on emerging sectors across mid and north west Wales, including:-</p> <ul style="list-style-type: none"> • Advanced materials, manufacturing and energy • Construction • Creative, digital and ICT • Finance and professional • Food and landbased • Health and social care • Tourism, leisure and retail <p>This provided an opportunity for pupils to hear from industry experts and find out more about the world of work and take part in live Q&As with employers.</p> <p>The event was for Powys and Ceredigion learners and was bi-lingual.</p>	<p>It is envisaged that Careers advice will move online in the future, with the Local Authority sharing with schools information concerning Post 16 options (www.powyslearningpathways.com), apprenticeships and Communities for Work Plus (CFW+).</p> <p>Continue to promote the work of the multi agency partnership Positive Pathways Powys to raise awareness of the career pathways that are available when learners finish full time secondary education and beyond.</p>	GREEN	Not all pupils having access and being aware of the support and career pathways available.	Ensure key messages are shared with all secondary and special schools.	AMBER	Positive Pathways Powys Multi-Agency Board

Reporting Period:	Quarter 4 2020-2021
Overall BRAG Status of the Step:	AMBER

Details				Actions/Status			Risks and Controls			Assurances
Step	Lead Officer	Project/ Action/ Indicator	Description	Activity this quarter	Implications for next quarter	RAG status	Main Risks	Current and planned controls	Summary Risk RAG	Recent assurance activity
7 - develop a carbon positive strategy that maximises green energy production	Huw Lewis		Develop a decarbonisation strategy	Develop Communications and engagement plan for the PSB work.	Once approval is received to share the AECOM report publicly, consult on this document to inform an action plan.	Amber	PSB approval is required to move to engagement stage, however, next PSB meeting is not until 29 April	Working group have discussed an approach to engagement. PCC have developed an outline. PCC engagement work in Q1 detailed below can support wider PSB work when approved for Q2, 2021.	Amber	Approval will be requested at the meeting on the 29th April.
							Climate Change Committee published updated Net Zero advice for Wales in December	Mention in consultation new advice published since development of the Powys strategy	Amber	Awareness raising has been conducted to enable informed decision making and control.
							Land including agriculture has been treated inconsistently in the AECOM report and strategy.	Mention in consultation with a view to carrying out a separate piece of work on agriculture to complete the picture of creating a carbon positive strategy that maximises green energy production.	Amber	Awareness raising has been conducted to enable informed decision making and control.
							AECOM Strategy not compatible with carbon positive trajectory - see points above on CCC and agriculture	Careful framing of the limitations of the AECOM strategy in the consultation. Work towards aligning with the Partnership Council for Wales route map to 2030.	Amber	Awareness raising has been conducted to enable informed decision making and control.
							Clarity on leadership of Working Group 7. Following WG hand over request 10th March 2021.	This will be passed from WG to PCC. It has been suggested this will be Martin Kemp.	Amber	This is tabled for agreement on the 29th April.
							Rapidly evolving policy landscape.	In March the Welsh Government set the national target to be aiming for net zero by 2050. The circular economy strategy has carbon as point 1 on the path. The Partnership Council for Wales has issues a route map for net zero by 2030 in the public sector. This encourages us to move quickly with sharing reports contracted.	Amber	Approval for consultation tabled for 29th April.
							Strategic alignment	Suggest that we utilise the Committee on Climate Change, Circular Economy Strategy and Partnership Council for Wales as guides that we look to strategically align to.	Amber	Tabled for 29th April
							Limited Resources.	WG resources for energy will help PCC but this will not reach the regeneration team. WG resources for green recovery will help PCC but have not reached the regeneration team. PCC currently has one person on climate change which includes carbon accounting, strategies, actions plans and internal support. Progress will be slow with current resources.	Amber	Team is currently being restructured by head of service.
							Covid Recovery	More an opportunity, to work with the priority of covid recovery in a green way. Working for a green recovery of region. Not only to build back, but to build back better. Considering strategically what we want to invest in as we build a sustainable future	Amber	PCC is developing recovery plans and is open to these having a green element.

							The AECOM report uses a huge array of data sources, however does not consider existing town and community plans.	PCC have worked with community groups to develop a survey to create a baseline of action within communities of Powys. This will then be mapped to highlight the breadth of work in this area and make it easier for people and organisations to get involved.	Amber	Terms of reference sort from community "group of groups" and checked. Cross Party Working Group approved. Director joined for one meeting.
							Cancelled PSB meetings may delay progress on AECOM report consultation	Meet with representatives of community groups every month to keep them apprised of work at PCC and learn about their work in this area. In addition to the survey done with community groups above. We also have a pledge form on the Grow In Powys website for individuals and organisations to pledge their commitment to net zero. We also have a live call within the region for solutions which can be implemented locally.	Amber	The April meeting will take place.

Reporting Period: Quarter 4 January to March 2021										
Overall BRAG Status of the Step:		AMBER								
Details				Actions/Status			Risks and Controls			Assurances
Step	Lead Officer	Project/ Action/ Indicator	Description	Activity this quarter	Implications for next quarter	Overall RAG status	Main Risks	Current and planned controls	Summary Risk RAG	Recent assurance activity
Step 8 - Develop a sustainable environment strategy.	Gavin Bown (NRW)	Key action 1 - Reconvene group following Covid-19 pause.	Reconvene core working group (NRW, BBNP, PCC) following pausing the work due to Covid-19. At the first meeting the group should consider: a) Extending membership to include other PSB members and any other organisations that would be interested in participation e.g. voluntary organisations such as a representative of the Wildlife Trusts, RSPB, CAT. PAVO can advise. b) Review the objectives, delivery plan and key themes in light of the Covid 19 pandemic and particularly to align the work with the recovery plan for the County and for Wales (recognising that relevant learning and potential demands on different organisations may influence the detail and timing of the following actions for delivery).	Connections made with core working group organisations and refresh of membership to account for role changes within partner organisations. Proposed meeting date being finalised for late April or early May.	Minimal. Don't expect minor delay to impact on delivery of subsequent actions.	Amber	Partner capacity due to Covid impacts.	Action delayed to provide greater likelihood of support as organisations move from response to recovery phase for Covid-19.	Amber	
		Key action 2 - Review existing strategies	Identify the current PSB member's environmental priorities and strategies – and review where they align; overlaps/duplication, conflicts and gaps with reference to: a) PSB members' organisational strategies b) WVG strategies (i.e. Nature Recovery Plan, Natural Resources Policy SONARR etc.) c) NRW Mid Wales Area Statement Themes	No activity due to focus on Covid.	Proposed delivery plan sets intent to progress during next quarter (Q1).	Amber	Partner capacity due to Covid impacts.	Delivery plan updated to reflect latest position.	Amber	
		Key action 3 - Coordinate with other Steps	Integrate actions with Step 7 team (carbon positive strategy) and identify any common areas	No activity due to focus on Covid	Proposed delivery plan sets intent to progress during next quarter (Q1).	Amber	Partner capacity due to Covid impacts.		Amber	
		Key action 4 - Refine emerging themes	Following the review in (1) above, further develop the key themes and produce a short narrative for each explaining the purpose and importance. The current themes for the strategy are: 1. Connecting people with nature (recreation, enjoyment, volunteering, education) 2. Reducing society's impact on the environment (reducing unsustainable use, pollution, waste etc) 3. Ecological & climate change resilience (biodiversity, key species, connectivity, pollinators etc) 4. Sustainable Use – (ensuring society and business use the environment and its resources sustainably) The development of our strategy has always sought to demonstrate how the sustainable management of our natural resources is fundamental to our core goals of a thriving economy, a healthy and resilient population, connected communities and a vibrant culture.	No activity due to focus on Covid. Dependent on earlier actions.	Proposed delivery plan sets intent to progress during next two quarters (Q1 & Q2).	Amber			Amber	

		Key action 5 - Develop priorities	Under each of the above themes – develop key 8-12 environmental priorities for Powys. This should include lessons from the Covid-19 pandemic such as the importance of local green space and connectivity with nature, in relation to physical and mental wellbeing.	Dependent on earlier actions.	Proposed delivery plan sets intent to progress in following quarter (Q2).	Amber			Amber	
		Key action 6 - Incorporate Future Generations Report 2020 into strategy	Consider the relevant recommendations in the Future Generations Report 2020 and how they can be incorporated into the strategy. There are very strong links with a number of recommendations some priorities for short-term focus are: <ul style="list-style-type: none"> • Delivering year on year increases in biodiverse green and blue infrastructure and tree canopy cover in their areas and land. • Using their land holdings to maximise its biodiversity value, for example, implementing ambitious biodiversity and green infrastructure action plans and becoming pesticide free. • Using sound evidence, such as Natural Resources Wales' Area Profiles, i-tree assessments and natural capital accounting, to inform their decision making and development of plans and policies, demonstrating how they are investing in nature in their area. • Demonstrating how planning and infrastructure decisions jointly benefit people and nature. • Increasing the proportion of funding spent on nature-based solutions. • Taking urgent action at a pace and scale to combat the loss of biodiversity. 	Dependent on earlier actions.	Proposed delivery plan sets intent to progress in following quarter (Q2).	Amber			Amber	
		Key action 7 - Consultation on themes and priorities	Undertake a short consultation exercise on the themes and priorities.	Dependent on earlier actions.	None. Due to take place in 3rd quarter.	Amber			Amber	
		Key action 8 - Integration with key initiatives	Review and connect with other initiatives in Powys or Mid Wales that could align or contribute to the priorities such as the Growing Mid Wales Partnership, the River Severn Partnership, and the initiatives identified at the engagement workshop with Community Councils in Powys.	No activity due to focus on Covid. Dependent on earlier actions.	Proposed delivery plan sets intent to progress during next quarter (Q1).	Amber			Amber	
		Key action 9 - Signal projects	Collect 3-5 or so flagship projects or initiatives in Powys from PSB partners and stakeholders. that are demonstrating good practice. Use these as best practice case studies. Potentially publish and/or make available online.	Dependent on earlier actions.	None. Due to take place in 3rd quarter.	Amber			Amber	
		Key action 10 - Develop actions to implement	Develop Actions steps as a Step team & as individual organisations to implement the agreed environmental priorities.	Dependent on earlier actions.	None. Due to take place in 3rd quarter.	Amber			Amber	
		Key action 11 - Collate outputs from actions	Collate the outputs from the actions above into a strategy document for consultation and publication through the PSB section of the PCC website.	Dependent on earlier actions.	None. Due to take place in 4th quarter.	Amber			Amber	
		Key action 12 - Identify mechanism to embed strategy	Identify mechanisms to embed and monitor implementation of the strategy March 2022.	Dependent on earlier actions.	None. Due to take place in 4th quarter.	Amber			Amber	

Quarter 4 update PSB Step: 5

Lead Officer: Stuart Bourne Director of Public Health

Develop a joint approach to community resilience by co-ordinating existing support and building the skills and capacity within communities helping them do the things they can do for themselves.

Within Quarter 4, the North Powys Wellbeing Programme Team have supported with the Strategic Outline case for the campus development. Additionally, both Change Managers have been supporting operational leads develop business cases to support with COVID 19 recovery, projects funded from WG Transformation funding 21 -22.

Below is how the work aligns to Step 5:

Action	Quarter 4 Progress update	RAG Status
Identify support developed by community for community.	PAVO Community Connectors have co-ordinated community response in local areas. Other local support has been developed and strengthened, for example Newtown Together. Links made to good practice and shared, for example Children 1 st Newtown. Now being rolled out further in to new areas to support children and young people through transformation funding and NPWP team support.	GREEN
Identify skills needed to support community by community.	Local network meetings are hosted, support discussed and set in action. Linking projects together allow for sharing of skills and resources. Further joint projects have been developed, for example Mid and West Wales Fire service and PCC Leisure Services. NPWP team have facilitated meetings, looking to share good practice and widen approaches further.	GREEN

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REPORT TO THE GROWING MID WALES PARTNESHIP

15th February 2021

TITLE:	Mid Wales Growth Deal – Progress Briefing & Next Steps
AUTHOR:	Carwyn Jones-Evans, Strategic Manager – Mid Wales Growth Deal

1. Purpose of the Report

1.1. To provide an update on the development of the Mid Wales Growth Deal.

2. Progress Update

- 2.1. This report has been prepared as a summary of recent progress to bring forward the Mid Wales Growth Deal for the GMW Partnership. Further detailed information can be found online in the papers for Growing Mid Wales Board, in the committee section of both Local Authority websites¹.
- 2.2. Following agreement of Heads of Terms on 22nd December 2020², significant effort has gone into assembling the first iteration of the Portfolio Business Case. The Portfolio Business Case is a key document in which the scope and operation of the Growth Deal starts to be developed. It sets out the investment objectives, critical success factors and is developed iteratively over time.
- 2.3. The Portfolio is being scoped from the 8 Strategic Growth Priorities set out in the Vision for Growing Mid Wales document published last year. It is structured as per the five case business model – and is an approach designed to bring about the potential Programmes and/or Projects that could be considered as part of the Mid Wales Growth Deal.
- 2.4. The Growth Deal is not a grant fund. It is capital funding that is provided by both Governments over the course of a 15 year period. The combined investment from both Governments has been affirmed as £110m. Regional stakeholders are well-rehearsed in the expectations and requirements of the funding to leverage private sector investment, and to have a central focus on growing the jobs and the economy of Mid Wales.
- 2.5. A lot of the focus of effort to date has been on securing the Growth Deal by making the strategic case for it (the context by which programmes and projects can be funded). The Mid Wales Growth Deal was advised from the start to follow a structured approach to move from Strategy to Portfolio, and then to Programmes and Projects.
- 2.6. Work to develop Governance, Assurance and Management has stood the region well to make rapid progress and agree Heads of Terms at a high-level. It means the region now offers a credible framework of funding in which business cases can be commissioned/invited with a degree of certainty. It means that conversations with potential programme/project proposers can be held with a greater degree of confidence. It also allows Mid Wales to utilise the Growth Deal as a potential catalyst to draw down further investment alongside the Deal.

¹ [Committee details - Bwrdd Tyfu Canolbarth Cymru / Growing Mid Wales Board Cyngor Sir Powys County Council \(moderngov.co.uk\)](#)

² [Documents - English - Growing Mid Wales](#)

- 2.7. A Portfolio Management Office (PMO) will be developed in the coming weeks and months, with external funding being near to approval.
- 2.8. Work has continued by officers to start shaping an initial proposal for the Portfolio, that regional governance arrangements (GMW Board and the Economic Strategy Group) will consider initially in the coming weeks.
- 2.9. Recent reports to the GMW Board provide a summary of the activity currently ongoing under the 8 workstreams/strategic growth priorities. This has consisted of scoping and feasibility studies in key thematic/programmes areas, and informal encouragement/steer of potential project ideas being proposed.
- 2.10. The approach taken has been to form an early long-list of potential programmes/projects and activities that could be undertaken. This is a starting point, and will be added to, removed from, and improved over time. It serves as a basis upon which to start scoping options for the Portfolio to focus on.
- 2.11. Work will then follow to refine that long-list into an initial short list. This is arrived at through considering a number of factors (critical success factors – in terms of strategic fit, deliverability, affordability etc).
- 2.12. Not all our regional ambitions/priorities can be considered for Growth Deal funding. However, by following a Portfolio-led approach for the Growth Deal, the intention is that the region doesn't lose sight of the other priorities it may have. (e.g. investing in capital programmes/projects alone will not deliver inclusive economic growth, but rather requires substantive revenue investment alongside to make it work. e.g Skills).
- 2.13. Officers in the regional team/both Local Authorities are happy to entertain conversations with any organisation/business looking at potential ideas at this early stage. However, these conversations are always set within the context of the parameters set for the Growth Deal in the Heads of Terms. For projects to be able to attract Growth Deal funding, they require significant effort in their development and strength of their proposal to impact regional jobs & productivity, and have the capacity and capability to both develop and deliver their proposal. This is the same approach for all potential programmes/project being considered at present.
- 2.14. The process for the Board to review the Portfolio (and its constituent Programmes and Projects) will be ongoing throughout the lifetime of the Growth Deal. Proposals and ideas are thus expected invited continuously throughout. The lesson from other Deals is that regional economic circumstances change over time, and therefore the Portfolio needs to be able to adapt over time.
- 2.15. The mix of programme and projects within the Portfolio is ultimately the decision of the Growing Mid Wales Board, having considered the views of the Economic Strategy Group and other relevant groups – based on technically-reviewed proposals put forward by the Portfolio Management Office. This will be within the Governance and Assurance framework that will be set out by Government, in that Programmes and/or Projects will only be funded with a full business case in place, and will be subject to assurance from both the region and Governments through Gateway reviews and robust monitoring and evaluation.
- 2.16. Detail of the Portfolio will be developed, engaged upon and refined through the course of 2021. This will be supported by strong communication and engagement.
- 2.17. The next milestone in the development of the Growth Deal is Full Deal Agreement. The region is currently working with both Governments to set out and collectively agree a timeline to conclude Full Deal agreement in the shortest time practically possible – with the region's ambition to do so within the calendar year.

Quarter 4 update PSB Step: 11 and 12.

Lead officer: Carol Shillabeer CEO Powys Teaching Health Board

Step 11: Implement more effective structures and processes that enable multiagency community focused response to wellbeing, early help and support. Many people who live in Powys, receive services from a range of departments, organisation and teams. We all want to work together across partners and specialisms to make it easier for citizens to access the most appropriate support.

Step 12: Develop our organisations' capacity to improve emotional health and well-being within all our communities. Emotional health is equally as important to well-being as physical health. We will work with communities to strengthen and increase community wellbeing, and enhance joint collaborative approaches.

The North Powys Wellbeing Programme is responsible for piloting and testing the delivery of a new integrated model of health and wellbeing along with focussing steps 11 and 12 from the PSB within the Newtown area.

We are currently awaiting feedback from Welsh Government on the submission of the Programme Business case for the Multi-agency Wellbeing Campus.

During Q4 the programme team have been working on preparing for the initiation of the Strategic Outline Case for the Health and Social Care aspects of the campus. This work has included developing pathway templates and service specifications, focus on key engagement activities required and engagement with a range of partners.

The team have also developed priorities, objectives and targets within their 21 -22 delivery and resource plan and confirmed funding allocations of the £1.8m. This funding will support the longer-term design work for the campus and also delivery of short-term change projects to support delivery of the new integrated model of care and wellbeing.

During Q4, the Change Managers have been working alongside the Acceleration for Change project leads, in order to support with developing Business Cases, that meet the needs of communities from both a clinical and wellbeing perspective. Latterly this has included setting key indicators and milestones, in order to meet Welsh Government, Transformation Funding requirements. The majority of acceleration for change projects are now ready to start implementation.

A high-level update against Q4 is provided below.

Action	Q4 Progress update	RAG status
Robust evidence base to support national and international best practice.	Key indicators and milestones are being set for all acceleration for change projects, funded by Transformation funding 21 -22. This will aid evidencing impact both locally and nationally.	AMBER
Re-focus the programme to embed learning from COVID-19 following robust evaluation across the partnership	Key priorities for the programme and focus for acceleration for change projects have been set for 21 -22. The independent evaluation report has provided learning from COVID – 19, which will be utilised into 21 -22.	GREEN
To 'Identify the good practice in communities established during Covid, to utilise and further embed	Good practice established during COVID continues for example, Newtown Together – support in community meeting needs. Children 1 st Newtown, bringing a range of partners together to support children and young people.	GREEN
Review, identify and strengthen multi-agency working within communities in north Powys	Engagement continues with many partners, all sector to share plans. Opportunities for new multi-agency working remains a priority. Recently facilitated an introduction for Montgomeryshire Wildlife Trust and Oriel Davies Gallery.	GREEN
Support with the development of systems and processes to allow for further joint working	Widening the range of partners invited to joint meetings remains a key priority for Summer 21, COVID and vaccine procedures in place. This will provide scoping and new systems for joint working to be developed.	AMBER
Signpost community connectors/group within communities as the first port of call for all early help and support'	Close working with Community Connectors is well established, aim to involve new partners into this to enhance the wellbeing and early help offer of support, including acceleration for change projects.	GREEN
Commence more detailed service planning and modelling to support investment in an multi-agency wellbeing campus	Work has continued to scope the wellbeing campus, templates have been developed, detailed timetables set, engagement planned. Work on this has been postponed due to delays in initiating the strategic modelling work.	AMBER
Identify the population need in the Newtown area to support the development of the Community Wellbeing Hub'	Engagement with wellbeing providers along with completed service templates planned for completion in Q1 will provide additional intelligence on the population needs of Newtown. This is	AMBER

Action	Q4 Progress update	RAG status
	further to intelligence already gathered previously.	
Identify areas to accelerate change to support recovery from COVID19 and support delivery of new model of care.	Final acceleration for change business cases, identified as supporting recovery from COVID 19 are due to be agreed in Q1. A number of 20 – 21 projects are being expanded into new areas, plus new projects also commencing.	GREEN

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YMGYRCH DAWNS GLAW – TASGLU AMLASIANTAETHOL OPERATION DAWNS GLAW - Multi Agency Task Force

∞

cyflwyniad i'r
presentation to

**Bwrdd Gwahanaethau cyhoeddus
Public Services Board**

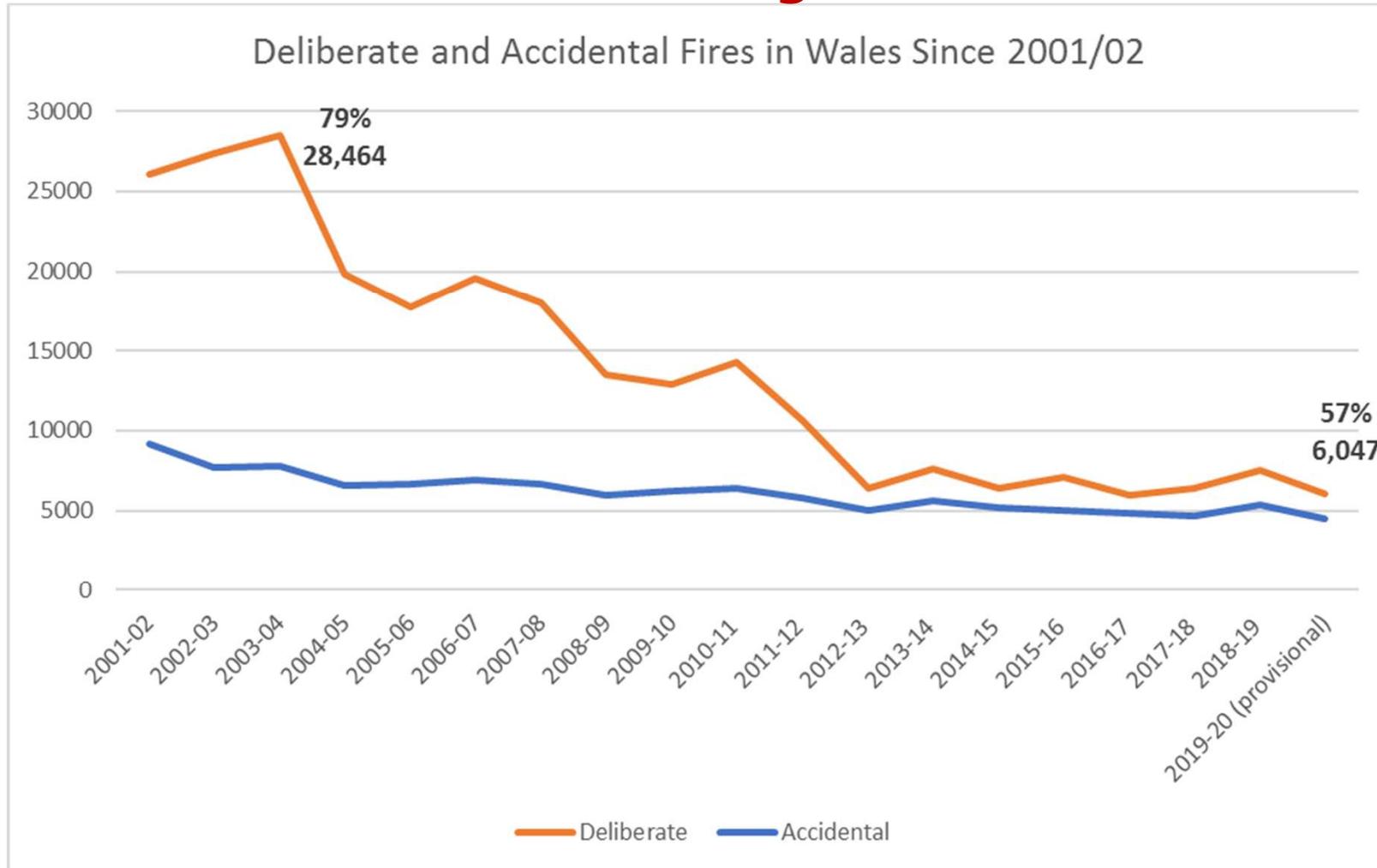
Mydrian Harries

Y Cyd-grŵp Tanau Bwriadol (Cadeirydd)
Joint Arson Group (Chair)

Chwfror / February 2021

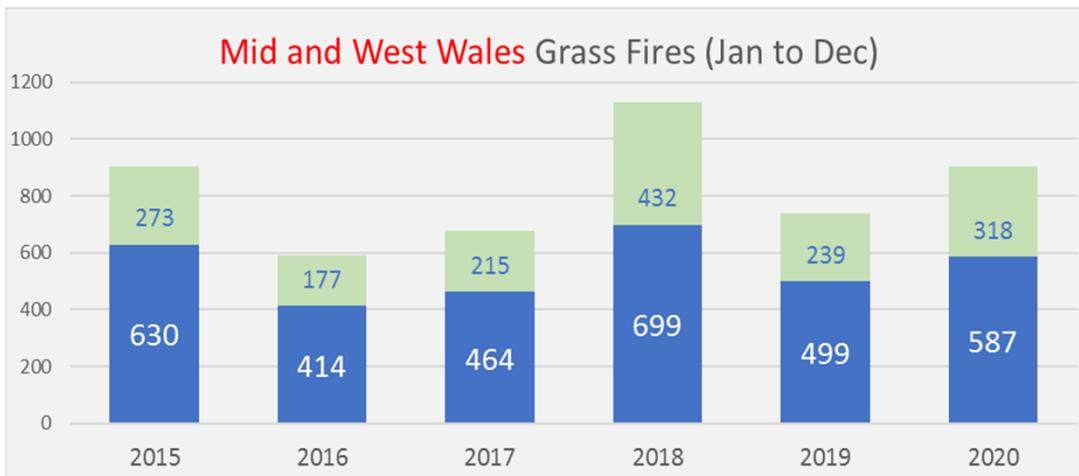
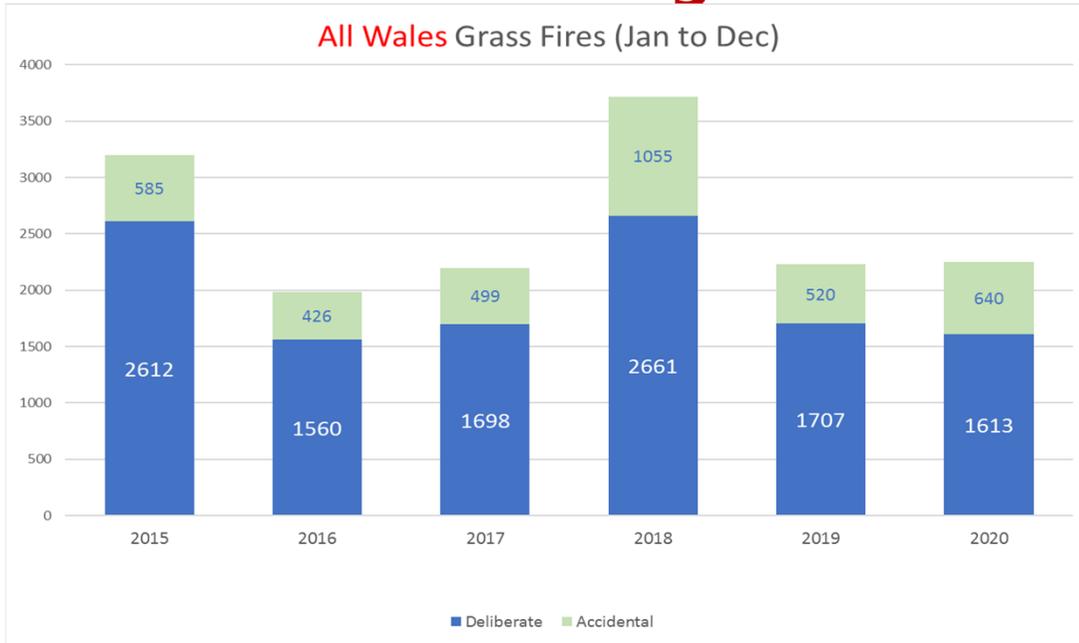
Tanau Bwriadol yng Nghymru – Tueddiadau Hirdymor

Deliberate Fires in Wales – Long Term Trends



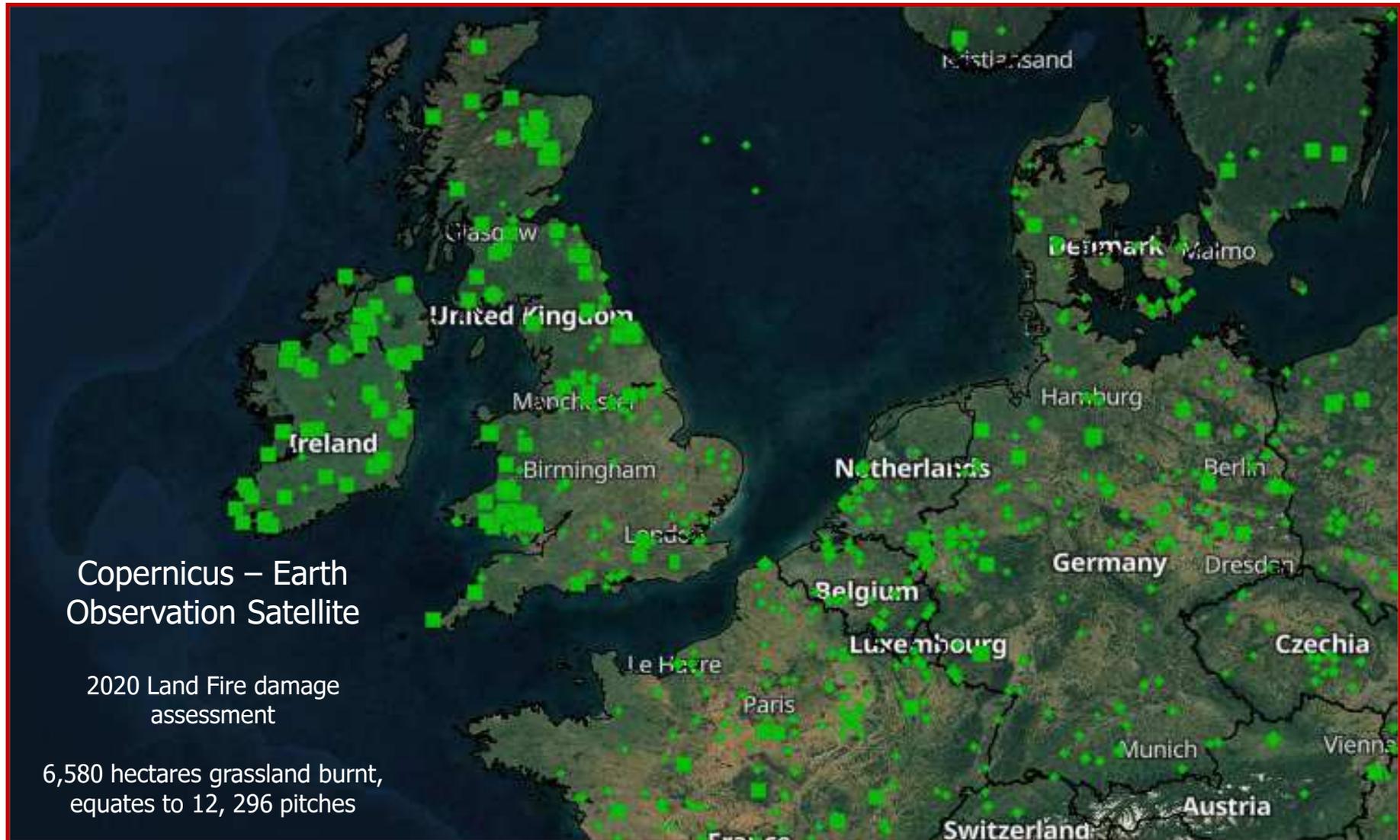
Ffigurau Tanau Glaswellt Blynyddol

Annual Grass Fires figures



Golygfa oddi uchod... A view from above...

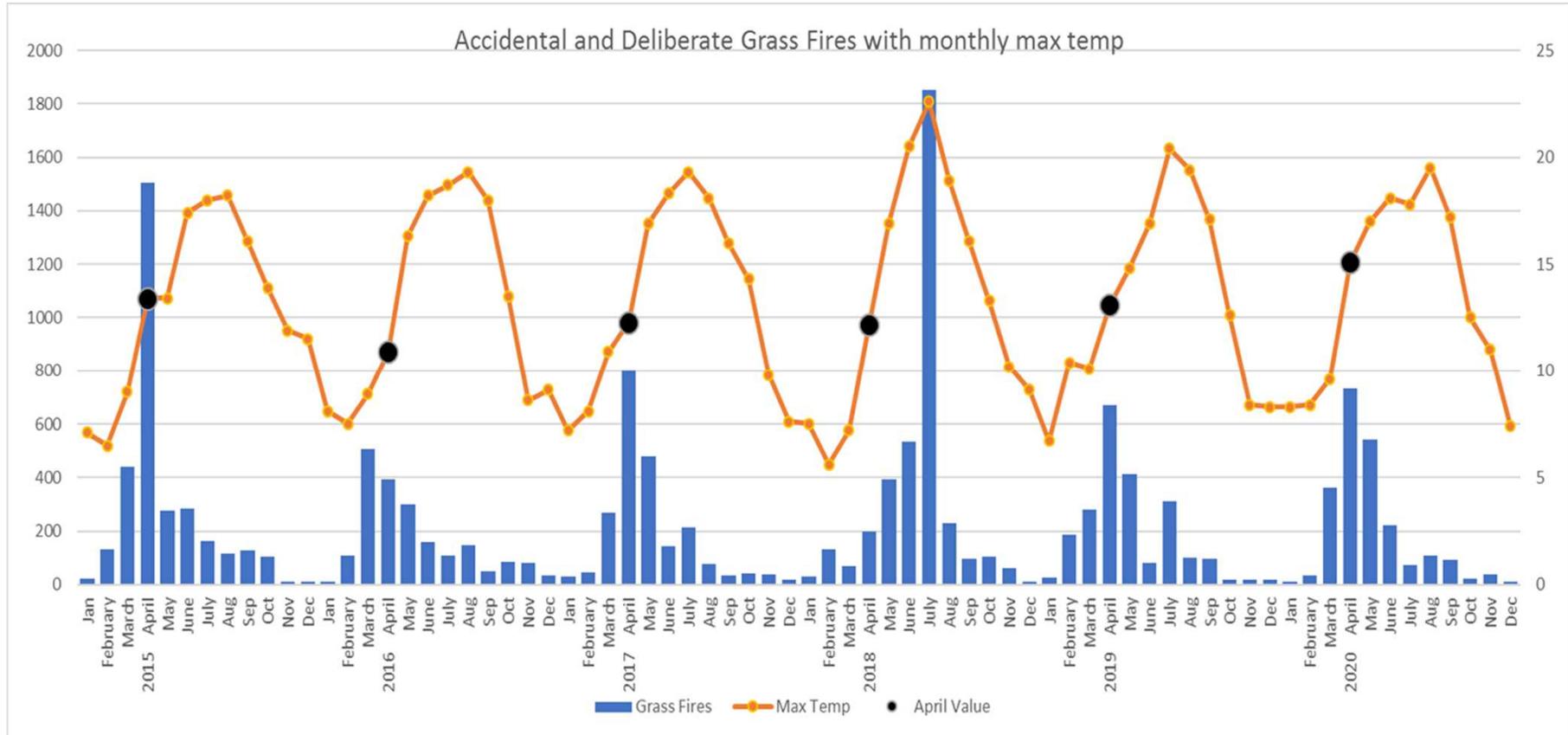
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Beth y mae'r data'n ei ddweud wrthym?

What does the Data tell us?

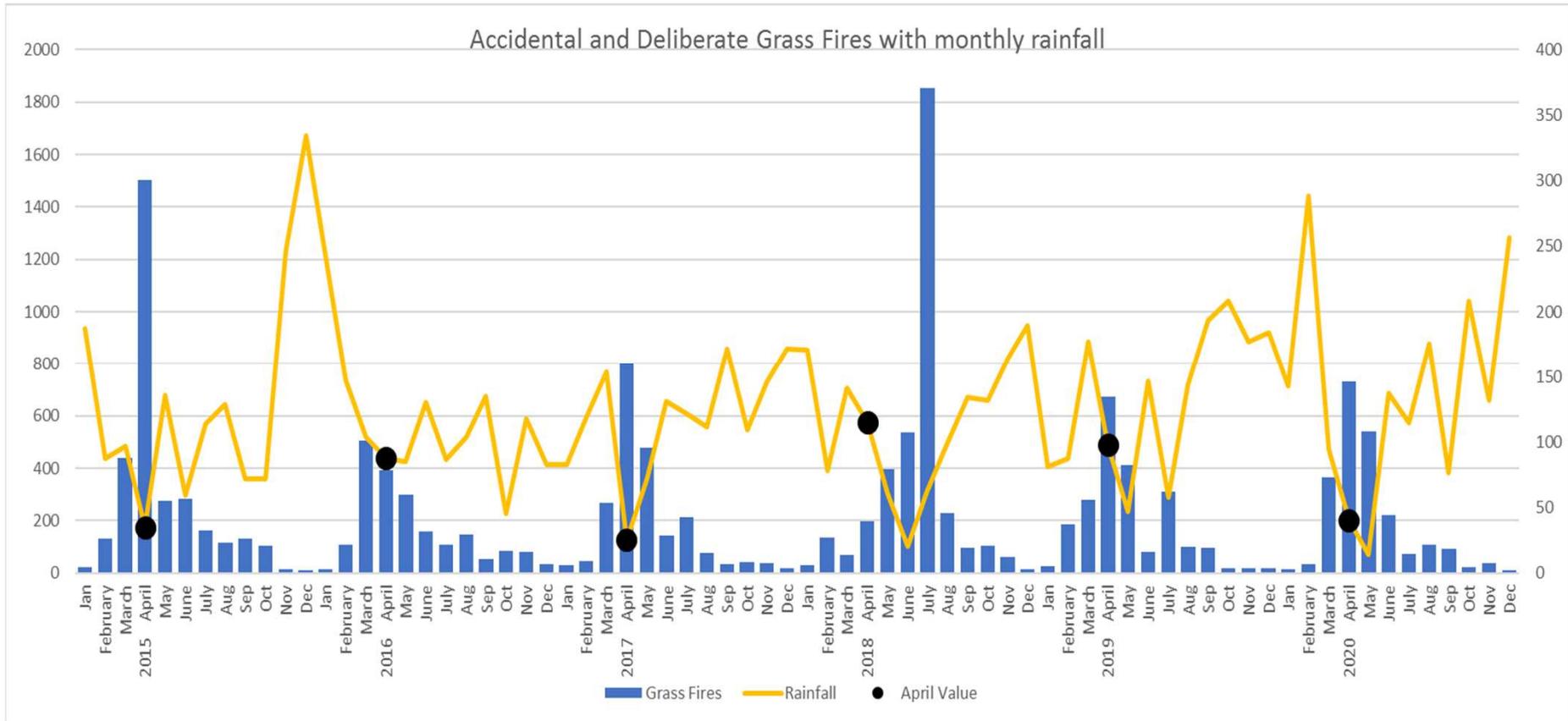
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Beth y mae'r data'n ei ddweud wrthym?

What does the Data tell us?

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Beth yw Ymgyrch Dawns Glaw? What is Operation Dawns Glaw?

- **Gwanwyn 2015** – Uwchgynhadledd Tanau Glaswellt
- **2016 – Y Bwrdd Strategol ar gyfer Lleihau Tanau Bwriadol** yn cael ei atgyfodi i ganolbwyntio ar ddull amlasiantaethol o leihau Tanau Glaswellt Bwriadol yn ardal de Cymru;
- **Y Cyd-grŵp Llosgi Bwriadol yn cael y dasg o gyflawni 'Tasglu Newydd'** i frwydro yn erbyn Tanau Glaswellt Bwriadol yng Nghymru, o dan yr enw grŵp prosiect 'Dawns Glaw'. Ymhlith yr aelodau mae:
 - 3 Gwasanaeth Tân ac Achub Cymru
 - Y 4 Gwasanaeth Heddlu
 - Y Swyddfa Dywydd
 - Cyfoeth Naturiol Cymru
 - Iechyd Cyhoeddus Cymru
 - Y Gwasanaeth Prawf
 - Llywodraeth Cymru
 - Crimestoppers
 - Cymdeithasau Cominwyr a Pherchnogion Tir
 - CFFI
 - PONT
- **Strategaeth Lleihau Tanau Bwriadol Cymru 2019-2022**
- **Spring 2015** – Grass Fire Summit
- **2016 - Strategic Arson Reduction Board (SARB)** resurrected to focus a multi-agency approach to reducing Deliberate Grass Fires in the South Wales area;
- **Joint Arson Group (JAG) tasked to deliver on new 'New Task Force'** to combat Deliberate Grass Fires in Wales, under the project group name of 'Dawns Glaw' (*or Rain Dance*). Members include:
 - 3 Wales FRS
 - 4 Police Services
 - Met Office
 - National Resources Wales
 - Public Health Wales
 - Probation Service
 - Welsh Government
 - Crimestoppers
 - Commoners & Land Owners Associations
 - YFC
 - PONT
- **Wales Arson Reduction Strategy 2019 - 2022**

Beth y mae Ymgyrch Dawns Glaw yn ei wneud? What does Operation Dawns Glaw do?

- Dull amlasiantaethol Cymru gyfan
- Yn dod â ffocws pwrpasol ar danau glaswellt bwriadol yng Nghymru
- Yn nodi'r rheiny yr effeithir arnynt ac yn archwilio achosion y digwyddiadau hyn
- Yn ymgysylltu ag ystod o bartneriaid ar yr achosion hynny a'r effeithiau
- Yn rhoi ystod o ymyraethau ar waith i leihau'r digwyddiadau hyn
- Yn rhannu data allweddol i nodi tueddiadau ac i gynorthwyo o ran cynllunio ataliol
- Strategaeth Gyfathrebu bwrpasol sy'n effeithio ar yr holl addysg, ymgysylltu ac ymyraethau ledled yr holl Bartneriaid
- Yn codi ymwybyddiaeth o danau glaswellt bwriadol ledled Cymru er mwyn ceisio leihau eu nifer
- All Wales multi-agency approach
- Brings a dedicated focus upon deliberate grass fires in Wales
- Identifies those who are impacted and examines the causes for these events
- Engages a range of partners on such cause and effects
- Puts in place a range of interventions to reduce these incidents
- Shares key data to identify trends and assist preventative planning
- Dedicated Communications Strategy affecting all education, engagement and intervention across all Partners
- Raises awareness of deliberate grass fires across Wales in an attempt to reduced their occurrence

Sut y gall y Bwrdd Gwasanaethau Cyhoeddus gynorthwyo?

How can the Public Services Board assist?

- Bod yn gyfarwydd â'r Tasglu a'i nodau
- Sicrhau bod ymwybyddiaeth o danau glaswellt bwriadol yn cael ei ystyried o fewn swyddogaeth y Bwrdd Gwasanaethau Cyhoeddus
- Annog ymgysylltiad ehangach y Cymunedau er mwyn lleihau digwyddiadau o'r fath
- Cyfrannu at y gwaith o godi ymwybyddiaeth o effeithiau tanau glaswellt bwriadol yn y sir
- O bosibl rhannu data allweddol i nodi tueddiadau lleol ac i gynorthwyo o ran cynllunio ataliol
- Parhau â'r gwaith cyfathrebu da – gan gynnwys ymgyrchoedd ar y cyfryngau cymdeithasol
- Cyrchu a rhannu deunyddiau ar gyfer y Cyfryngau o www.mawwfire.gov.uk
- Be familiar with the Task Force and its aims
- Ensure that deliberate grass fire awareness is considered within the PSB function
- Encourage wider engagement of Communities to reduce such events
- Contribute to raising awareness of the impact from deliberate grass fires within the County
- Potentially share key data to identify local trends and assist preventative planning
- Continue the good communication – including Social media campaigns
- Access and Share Media materials from www.mawwfire.gov.uk



Diwedd / End

Cysylltiadau / Contacts:

Yr Ymgyrch Dawns Glaw (Arweinydd) a'r Cyd-grŵp Tanau Bwriadol (Cadeirydd)
Operation Dawns Glaw (Lead) and Joint Arson Group (Chair)

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Delivering for Future Generations: The story so far

March 2021



The Welsh Parliament is the democratically elected body that represents the interests of Wales and its people. Commonly known as the Senedd, it makes laws for Wales, agrees Welsh taxes and holds the Welsh Government to account.

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Delivering for Future Generations: The story so far

March 2021



About the Committee

The Committee was established on 22 June 2016. Its remit can be found at: www.senedd.wales/SeneddPAC

Committee Chair:



Nick Ramsay MS
Welsh Conservatives

Current Committee membership:



Gareth Bennett MS
Abolish the Welsh Assembly
Party



Vikki Howells MS
Welsh Labour



Delyth Jewell MS
Plaid Cymru



Darren Millar MS
Welsh Conservatives



Rhianon Passmore MS
Welsh Labour



Jenny Rathbone MS
Welsh Labour

The following Member was also a member of the Committee during this inquiry.



Angela Burns MS
Welsh Conservatives

Llyr Gruffydd MS attended the evidence gathering sessions (December 2020 – February 2021).



Llyr Gruffydd MS
Plaid Cymru

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Chair's foreword

When I compare where we are now, with the Covid-19 recovery phase within sight, with when we started planning this inquiry around a year ago, I am struck by just how relevant this body of work has become.

Although few people disagreed with what the Well-being of Future Generations (Wales) Bill set out to achieve when it was introduced to the National Assembly for Wales in 2014, many were sceptical about whether it was possible to implement sustainable development via legislation. Many still are.

Nevertheless, as we prepare to publish this report, scepticism is no longer good enough. We as a Senedd, and as a country, have a collective responsibility to reshape public services in Wales for the better.

We must learn lessons from how we have responded to Covid-19 and use this opportunity to shape a better future for generations to come. Implementing the principles of the Well-being of Future Generations (Wales) Act 2015 is a good place to start.

Although this report focuses on barriers, we have conducted this inquiry with a constructive underlying ethos: how can we make this Act work? Ultimately, making it work depends on everyone and every public body considered in this report. We must all do better.

Nevertheless, the responsibility for implementation falls more heavily on some than others. We have focused our conclusions and recommendations on the Welsh Government. There are recommendations too for public bodies collectively, the Future Generations Commissioner, the Auditor General for Wales and for the Senedd itself. We urge those bodies to receive those recommendations in the constructive spirit with which they were made.

Conclusions

Conclusion 1. Public bodies have not done enough to build awareness and understanding amongst their service users of the shift to sustainable development across public services.Page 28

Conclusion 2. Public bodies have not done enough to change the culture of their own organisations to align with the principles of the Act. Consequently, the culture change that is essential to the successful implementation of this Act has not taken place.Page 28

Conclusion 3. Public bodies are yet to take full advantage of the expertise and capacity within the third and private sectors to support their work under the Act. Therefore, public bodies could realise additional benefits of working alongside third and private sector organisations to adopt the principles of the Act when they deliver services for and on behalf of the public service.Page 28

Conclusion 4. A lack of additional funding for public bodies to embed the principles of sustainable development and the five ways of working should not be a barrier to implementation of the Act. Page 40

Conclusion 5. Short funding cycles and late funding announcements have made it more difficult for public bodies to collaborate effectively, plan for the future, and make the most out of the resources they have..... Page 40

Conclusion 6. The inconsistent funding arrangements for Public Services Boards limit their effectiveness. Requiring each Board to separately overcome the same fundamental resourcing challenge is inefficient, has no clear justification and has led to undesirable inconsistencies in what Boards do and how they work.Page 41

Conclusion 7. The Commissioner and her office have developed a positive public profile and have effectively promoted and raised awareness of the Act. They have considerable expertise in sustainable development, which underpins the support and advice they provide to public bodies and the Welsh Government. Page 51

Conclusion 8. The Future Generations Commissioner’s budget has not given her office sufficient capacity to provide public bodies with the levels of practical and sector-specific support that they have called for to implement the Act.

..... Page 52

Conclusion 9. The Welsh Ministers were slow to implement and promote the Act in the years immediately after it was passed. Consequently, the Welsh civil service did not implement the Act well enough internally and did not make it clear to public bodies that it expected them to do so too. This has been a fundamental barrier to implementation, the impact of which is still evident across the public sector today. Page 73

Conclusion 10. Despite a slow start, the Welsh Government has made tangible progress in adopting the Act since around 2017. We welcome the emphasis that the First Minister and the Permanent Secretary have placed on the importance of implementing the Act successfully and are encouraged by structural changes made in pursuit of the Act and awareness raising activities within the Welsh Government. Page 74

Conclusion 11. The complex and bureaucratic landscape of partnership bodies and plethora of legislative and reporting requirements has made it more difficult for public bodies to adopt this Act and has, at times, actively disincentivised it.

..... Page 79

Conclusion 12. The uncertainty surrounding Brexit has undoubtedly made it more challenging for public bodies to plan for the future. However, the full impact of leaving the EU on Welsh public services is still unknown. Page 92

Recommendations

Recommendation 1. The Welsh Government should carry out of a review of how it can provide longer-term financial security to the public bodies that are subject to this Act. This review should be completed in time to inform funding decisions in relation to the 2023-24 financial year..... Page 40

Recommendation 2. The Welsh Government should carry out a review of how the work of Public Service Boards is funded. The review should begin no later than six months after the next Senedd election, with its conclusions implemented in time for them to inform funding allocations for the 2023-24 financial year. The review should be undertaken with the following principles in mind:

- PSBs should be able to access pooled funds, drawn from the resources of their statutory members, which they could either hold as formal corporate entities, or via informal arrangements.
- PSB budgets should be determined by clear, consistent guidelines set out by the Welsh Government.
- PSB budgets should be informed by the role that the Welsh Government has set out for them.
- The contributions that each organisation is required to make to finance PSBs should recognise wider commitments that they have to other partnerships (including to other PSBs).Page 42

Recommendation 3. The Future Generations Commissioner and Welsh public bodies should ensure that they develop constructive relationships. The inconsistency in their relationships has limited the impact of the Commissioner’s work..... Page 52

Recommendation 4. The Future Generations Commissioner should prioritise supporting public bodies and Public Services Boards to deliver this legislation. Page 53

Recommendation 5. The Welsh Government must continue with plans to set and publish milestones as required by section 10 of the Well-being of Future Generations (Wales) Act 2015 no later than six months after the 2021 Senedd election.....Page 76

Recommendation 6. The Welsh Government must continue with plans to review and publish revised national well-being indicators no later than six months after the 2021 Senedd election. The review should recognise the challenges and opportunities presented by the Covid-19 pandemic and take into account the views of public bodies, the public, and key stakeholders of the private and voluntary sectors.Page 76

Recommendation 7. The Welsh Government must carry out a review of the public bodies that are subject to the Act. The findings of that review should be implemented in sufficient time for any newly added public bodies to receive their funding allocations and associated remit letters for the 2022-23 financial year. The review should:

- take into account the impact on the implementation of the Act at a national level that including/omitting any particular public body would have;
- acknowledge that the inclusion of any additional public bodies will result in additional reporting, monitoring and auditing requirements that will inevitably have financial/resourcing implications;
- clearly set out the expectations of public bodies that are not formally subject to the Act in relation to sustainable development, and how those expectations will be monitored and enforced; and
- clearly set out the criteria against which inclusion/exclusion decisions were made and the process or timeframes by which future reviews will be initiated.Page 77

Recommendation 8. The Welsh Government must continue with plans to frame remit letters around the Well-being of Future Generations (Wales) Act 2015, following consultation with the Future Generations Commissioner. The new

remit letters should be in use no later than in relation to the 2022-23 financial year.Page 78

Recommendation 9. The Welsh Government must not create any new partnership or collaborative structures to fulfil any functions unless it has fully explored whether:

- existing partnership structures could undertake those functions instead;
- the new structure could replace existing ones;
- the functions can be carried out by existing public bodies; and
- after consultation with public bodies affected by the proposed changes, can demonstrate support for the new structures from a majority of public bodies affected by them.Page 80

Recommendation 10. The Welsh Government must publish guidance no later than six months after the next Senedd election that sets out:

- how the work of Regional Partnership Boards, Public Services Boards, Corporate Joint Committees, alongside other major partnership structures, interact with each other within the framework of the Well-being of Future Generations (Wales) Act 2015, with examples of good practice;80
- what flexibility partnerships have to make decisions to better and more efficiently organise themselves;80
- where partnerships and organisations can take action to simplify or consolidate the governance and reporting structures to reduce repetition and duplication; and81
- the Welsh Government’s view of the landscape of partnership structures over the next reporting period (2020-25), including any proposals to abolish or consolidate those structures.Page 81

Recommendation 11. Public bodies subject to the Well-being of Future Generations (Wales) Act 2015 must ensure that the five ways of working are

embedded in their plans for recovery from the Covid-19 pandemic. We recommend that any gains they have made in their immediate response to the pandemic are not lost, and that they shift their focus from the day-to-day to long-term and prevention.Page 86

Recommendation 12. As we enter the second reporting period, the Auditor General for Wales must raise his expectations of public bodies and not hesitate to highlight poor adoption of the sustainable development principle. Page 91

Recommendation 13. The Business Committee of the Sixth Senedd should ensure that the Senedd’s Committee structure facilitates effective scrutiny of legislation such as the Well-being of Future Generations (Wales) Act 2015 and other matters that cross policy areas and Ministerial portfolios.Page 97

Recommendation 14. The Business Committee of the Sixth Senedd should give specific consideration to how post-legislative scrutiny of the Well-being of Future Generations (Wales) Act 2015 should be undertaken, and refer that body of work to an appropriate Committee or forum accordingly.....Page 97

1. Introduction

In May 2020, for the first time, the Future Generations Commissioner and the Auditor General for Wales published statutory reports summarising their work and findings under the Well-being of Future Generations (Wales) Act 2015. As we began planning our inquiry, we could not have anticipated the extent to which it would be shaped by the wider social and political context.

What does the Well-being of Future Generations (Wales) Act 2015 do?

The sustainable development principle

1. When the Well-being of Future Generations Bill was introduced in July 2014, the Minister for Communities and Tackling Poverty summarised in his statement to Plenary that:

“[...] the Bill puts sustainable development at the heart of public service government in Wales [...] it enshrines in legislation our shared commitment during fifteen years of devolution to make sustainability central to everything that we and the wider public sector do.”¹

2. It does this by placing a duty on 44 public bodies, including the Welsh Government (‘the Welsh Ministers’), to act in a way that seeks to meet the needs of the present without compromising the ability of future generations to meet their own needs. This is called the ‘sustainable development principle’.²

¹ Senedd Cymru, ‘[Record of Proceedings: Plenary. 08/07/14](#)’, page 37, viewed on 15 February 2021

² Legislation.gov.uk, ‘[Well-being of Future Generations \(Wales\) Act 2015: Section 5](#)’, viewed on 27 January 2021

The well-being goals

- 3.** The Act creates seven well-being goals which together set out an aspirational vision for the future of Wales.³
- 4.** The Act goes on to place a duty on public bodies to maximise their contribution to the well-being goals by setting ‘well-being objectives’ for their own organisations and meeting those objectives.

Collaborative, advisory and enforcement structures

- 5.** The Act establishes a ‘Future Generations Commissioner for Wales’, whose role is to promote the sustainable development principle and monitor and assess the extent to which public bodies have met their well-being objectives.
- 6.** To facilitate collaboration between public bodies, the Act creates Public Services Boards. There are currently 19 Public Services Boards across Wales, bringing together local public bodies to improve the economic, social, environmental, and cultural well-being of their areas.
- 7.** The Auditor General for Wales is assigned the task of examining public bodies to make sure that they are acting in accordance with the sustainable development principle when they set their well-being objectives and in the steps they take to meet those objectives.
- 8.** The Act creates a series of reporting and monitoring duties on various bodies to support the Senedd and others to hold the government and public bodies to account. For example, the Welsh Government must publish ‘national indicators’ and ‘milestones’ to measure progress, and the 44 public bodies subject to the Act and Public Service Boards must report on progress against their own well-being objectives.⁴

³ Legislation.gov.uk, ‘[Well-being of Future Generations \(Wales\) Act 2015: Section 4](#)’, viewed on 28 January 2021

⁴ Welsh Government, ‘[National wellbeing indicators](#)’, December 2020, viewed on 25 February 2021

9. The Future Generations Commissioner must publish a Future Generations report, and the Auditor General for Wales must publish a report on his examination of public bodies under the Act. Both reports must be published once every reporting period (usually every five years).

What is this inquiry about?

10. This inquiry focuses on the barriers to implementation of the Well-being of Future Generations (Wales) Act 2015 ('the Act') and how it can be implemented successfully in future.

11. We have taken a broad and holistic view of the implementation of the Act to identify themes that are relevant across public services in Wales. Although we have asked public bodies about their own work as part of our evidence gathering, we have not commented on how well individual organisations have implemented the legislation. This is an important line of inquiry, but one that falls within the remit of the Auditor General for Wales and the Future Generations Commissioner rather than this Committee.

12. We have also tried to avoid debate over the rights and wrongs of what the Welsh Government was trying to achieve with the Act, and whether the Act as drafted is the right way to achieve it. These are also valuable areas for scrutiny, but, again, they are outside the remit of this inquiry.⁵

Why is the inquiry important?

13. The Act is an ambitious piece of legislation - the first of its kind in the world. It has an impact on the entirety of the Welsh public service and beyond. It is important to ensure that the Act is being implemented as it should; it fundamentally changes the way that decisions about public services are made and, ultimately, how they are delivered. It is also important to explore and better understand the barriers to the successful implementation of the Act and how these could be overcome.

⁵ However, we do consider how the Senedd might approach scrutiny of this legislation - including the policy intent and how the Act was drafted - in chapter 7.

14. This is the first time that the Senedd has taken a comprehensive look at the work that has been carried out under the Act by the various bodies responsible for implementing it. Valuable scrutiny of the legislation itself and the work of the Future Generations Commissioner has been undertaken since the Bill was first introduced (notably by the Environment and Sustainability Committee of the Fourth Assembly⁶ and the Equality, Local Government and Communities Committee of the Fifth Assembly⁷). However, the effectiveness of the implementation of the Act has not been subject to parliamentary scrutiny.

15. We also believe that this Act is particularly relevant in the context of the Covid-19 pandemic. Recovery from the crisis provides an opportunity for policy makers to assess how public services can be reshaped for the better. If it is to be implemented successfully, this Act must be front and centre of that process.

Why now?

16. Our work on this Act was initially planned to coincide with the publication in May 2020 of the Future Generations Commissioner's report 'The Future Generations Report 2020'⁸ and the Auditor General for Wales' report 'So, what's different?'⁹ By law, the reports must be published no later than one year before each general election to the Senedd. These reports were the first of their kind to be published since the passing of the Act in 2015.

17. These reports give the Senedd invaluable levers for scrutiny of how the Act has been implemented. Together, they summarise the progress that public bodies have made and what the Welsh Government and others should do in future to implement the Act more successfully.

18. In spring 2020, Chairs from committees across the Senedd discussed how scrutiny of the Act and the two reports would be taken forward. They agreed that the Public Accounts Committee would lead the inquiry, inviting other Senedd

⁶ Senedd Cymru. '[Well-being of Future Generations \(Wales\) Act 2015](#)', viewed on 13 January 2021

⁷ Senedd Cymru, '[Scrutiny of the Future Generations Commissioner](#)', viewed on 13 January 2021

⁸ Future Generations Commissioner for Wales. '[The Future Generations Report 2020](#)', May 2020, viewed on 12 January 2021

⁹ Audit Wales. '[So, what's different?](#)', May 2020, viewed on 22 February 2021

committee Chairs to contribute to the inquiry by attending Committee meetings.

19. However, in May 2020 public bodies were grappling with the first wave of the Covid-19 pandemic. We decided to delay our inquiry to autumn 2020. The second and third waves of the pandemic took hold in Wales once the rescheduled inquiry was underway. It became clear that if we wanted to continue our work, we would have to do so in the context of Covid-19.

20. The evidence we gathered in autumn 2020 told us that public bodies and other stakeholders have an important story to tell about this Act. Despite the enormous pressures they were working under, they wanted to share that story with us. We were struck with their buy-in to this ambitious legislation, and their desire to make it work for the people of Wales. If anything, this ambition seemed stronger given the potential for innovation as we recover from Covid-19. We therefore took the decision to proceed with our inquiry in spring 2021.

How did we carry out the inquiry?

21. We gathered evidence from a range of different people and organisations across the public, voluntary, and private sectors. We chose to focus our evidence gathering around six headline themes:

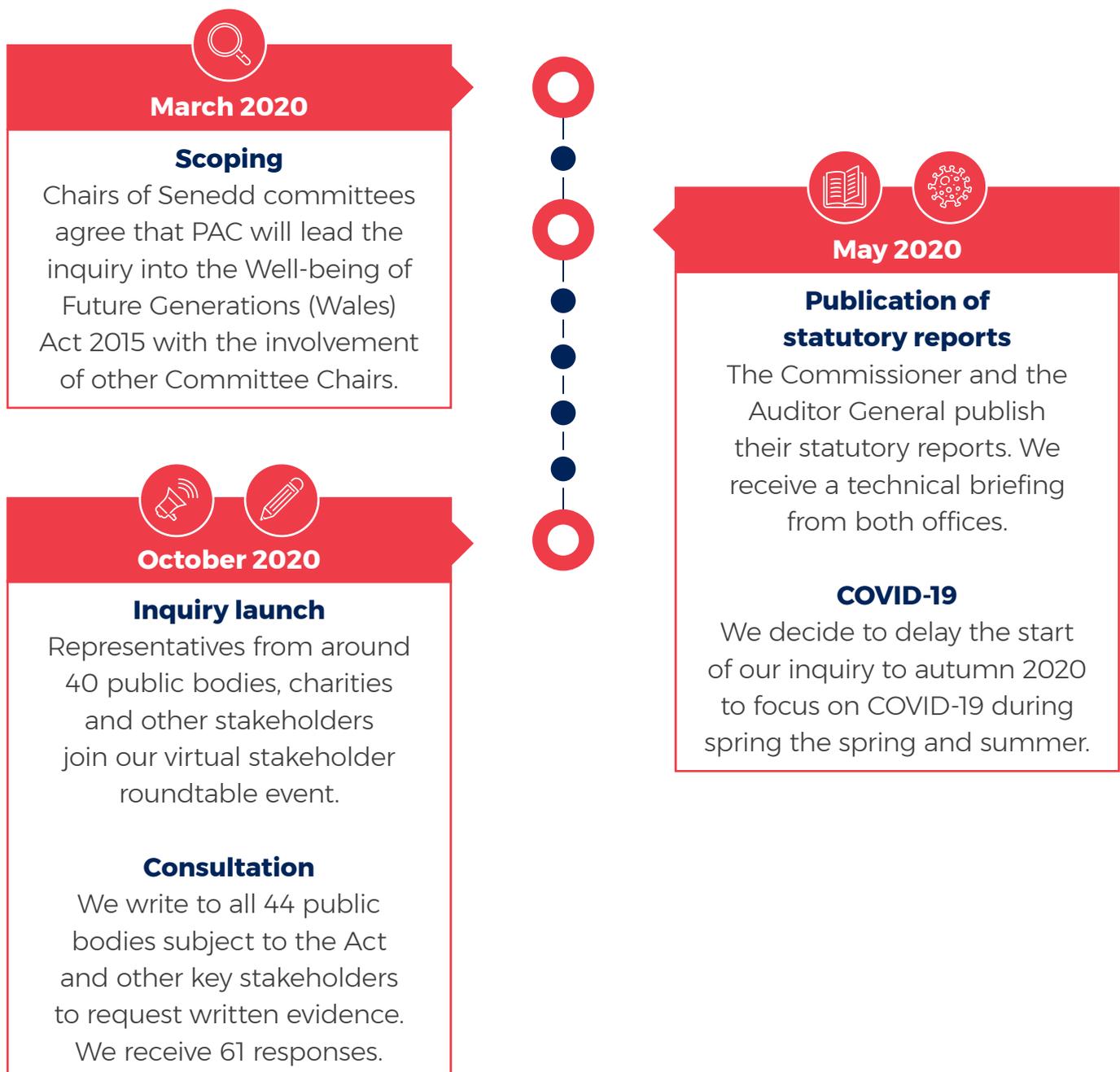
- 1.** Awareness and understanding of the Act
- 2.** The resources available to public bodies to implement the Act, and how effectively those resources have been used
- 3.** The support provided by the Future Generations Commissioner
- 4.** The leadership role of the Welsh Government
- 5.** Other potential barriers (e.g., Brexit, Covid-19, etc.)
- 6.** How to ensure the Act is implemented successfully in the future

22. As we reviewed and discussed the evidence collected, it became clear that the final theme - how to ensure the Act is implemented successfully in the future - naturally leads on from consideration of the barriers.

23. We have therefore structured this report around the first five themes, incorporating views about the both the first five years of this Act and the future into each chapter. In the final chapter of this report, we briefly reflect on the role of the Senedd itself in relation to this legislation.

Inquiry timeline:

The timeline below sets out how we conducted our inquiry.





November 2020

Engaging young people

We write to over 70 educational establishments to ask for young people’s views on what the Act means for them. We receive two responses, representing the views of 14 people.



December 2020

Evidence sessions

We start gathering oral evidence from stakeholders and public bodies via formal Committee meetings.



January 2021

Targeted survey

We publish a short questionnaire for Welsh public service employees to complete to help us understand the extent to which public bodies are engaging with their staff about the Act.



February 2021

Scrutiny

We hold our final scrutiny session with the Future Generations Commissioner and the Welsh Government.



March 2021

Our report

We publish our final report. A debate on the report is held in the Senedd Siambr.

2. Awareness and understanding

In this section we explore whether public bodies know what they should be aiming for and whether that knowledge permeates across all staff. We consider how much other stakeholders need to know about the Act, even if they are not subject to it themselves. Finally, we explore what level of awareness and understanding is needed from the public to implement the Act successfully.

Defining what 'good' looks like

24. Concerns were raised when the Well-being of Future Generations (Wales) Bill was first introduced about whether the proposed legislation had the clarity it needed to drive change on the ground.¹⁰ We asked public bodies whether it was clear to them what good implementation of the Act looked like in practice.

25. Overall, they did. An Aneurin Bevan University Health Board (ABUHB) official said:

“[...] at an executive or strategic level, there is a clear sense of what 'good' looks like [...] that then gets translated across the organisation into the divisions”

26. She added “some of our divisions are more mature in terms of understanding that vision than others”.¹¹ This was a consistent theme: the senior

¹⁰ See Christine Chapman AM's contribution on 8 July 2014, for example (National Assembly for Wales, '[Record of Proceedings: Plenary, 08/07/2014](#)', page 46, viewed on 3 February 2021), or Llyr Gruffydd AM's contribution to the Stage 4 debate on 17 March 2015 (National Assembly for Wales, '[Record of Proceedings, Plenary, 17/03/2015](#)', page 51, viewed on 3 February 2021)

¹¹ Public Accounts Committee, '[Record of Proceedings, 11/01/21](#)', paragraph 32

levels of public bodies seem to have a good grasp of what they need do to, even if defining it in tangible terms was trickier.¹²

27. The Wales Centre for Public Policy suggested that some members of Public Services Boards:

“[...] found the concepts and language within the Act confusing, aspirational and vague and most believed that the space within the Act for local interpretation was a challenge and often caused confusion. This was especially true of central concepts such as sustainable development and well-being [...]”¹³

28. We put these concerns to the Permanent Secretary of the Welsh Government. She acknowledged that “the reports from both the Commissioner and the Auditor General for Wales show that there are still quite different approaches across the public sector in Wales”.¹⁴ She explained:

“One of the ways that we’ve tried to approach this issue is by working very closely with the Commissioner and also the third sector to agree on a definition of ‘prevention’ to help understand the application of that way of working”.

29. However, she went on to argue that the legislation itself is “very clear cut in the obligations and commitments that it makes”.¹⁵

Culture change: awareness and understanding across public bodies

30. We heard that senior leadership teams knowing what ‘good’ looks like is not enough if their staff at all levels of public bodies do not share that understanding. This is about organisational culture, an issue that came up time and time again as a major barrier to effective implementation of the legislation.

¹² Public Accounts Committee, ‘[Record of Proceedings, 18/01/21](#)’, paragraph 195

¹³ Wales Centre for Public Policy, ‘[Submission to the Public Accounts Committee’s Enquiry on the Barriers to Implementation of the Well-being of Future Generations \(Wales\) Act 2015](#)’, January 2021, viewed on 12 February 2021

¹⁴ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 150

¹⁵ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 150

31. Sustrans Cymru told us:

“[...] public bodies really need to think about culture change at all levels as well, so that the existing staff are really thinking about how the future generations Act impacts their everyday working activities, and it’s ingrained within the way everyone works, rather than necessarily thinking that it’s vested in some individual who is the officer that looks after that.”¹⁶

32. Others agreed, suggesting the point of the legislation is to “think strategically about what does Wales need to look like in 10, 15 or 20 years [...] it’s the point about changing culture.”¹⁷ For many of our witnesses, achieving culture change was one of the principal barriers to implementation of the Act. We were often told that this barrier would take a long time to overcome.¹⁸

33. Most witnesses acknowledged that awareness and understanding of the Act across all staff was crucial if the public services they deliver are to reflect the principles of sustainable development. Sport Wales emphasised that every person in a public body is as important as the Chief Executive in terms of delivering on the intention of the Act. However, it acknowledged that this area of work could be developed and improved within the organisation.¹⁹

34. Some public bodies had introduced processes to improve understanding, such as building the Act into impact assessments for new policies or initiatives.²⁰ Others told us that Audit Wales’ fieldwork focusing on the five ways of working had been useful in reinforcing the Act across public sector staffing.²¹

35. The evidence we received pointed to considerable discrepancies in how, and to what extent, staff across the public sector had been engaged about the Act, and the extent to which it was shaping their work.

¹⁶ Public Accounts Committee, ‘[Record of Proceedings, 14/12/20](#)’, paragraph 179

¹⁷ Public Accounts Committee, ‘[Record of Proceedings, 11/01/21](#)’, paragraph 71

¹⁸ Public Accounts Committee, ‘[Record of Proceedings, 14/12/20](#)’, paragraph 20

¹⁹ Written evidence, [FGA53 Sport Wales](#)

²⁰ Public Accounts Committee, ‘[Record of Proceedings, 25/01/21](#)’, paragraph 26

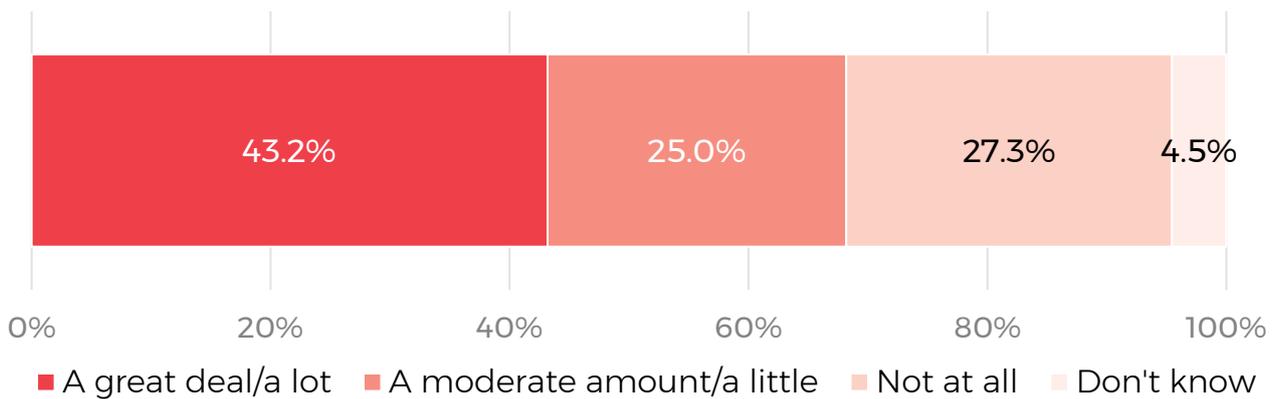
²¹ Public Accounts Committee, ‘[Record of Proceedings, 25/01/21](#)’, paragraph 186

36. We launched a short online poll to give an indication of how well understood the Act is amongst staff of the 44 public bodies subject to the Act.

Figure 1. We asked employees of the public bodies subject to the Act to respond to the following question: “Have you heard of the Well-being of Future Generations (Wales) Act 2015?” 94 individuals responded.



Figure 2. We asked employees of the public bodies subject to the Act to respond to the following question: “To what extent has your employer engaged with you about the Well-being of Future Generations Act and what it means for your work?” 88 individuals responded.



37. The results indicate a relatively good level of awareness of the Act overall (76% of 94 respondents had heard of it), but a mixed picture of how well public bodies are actively engaging with staff about how the Act affects their work. 43.2% of 88 respondents indicated that their employers had engaged with them “a great deal” or “a lot”. 27.3% indicated that their employers had not engaged with them at all.

Charities and the private sector

38. We heard that the voluntary and private sectors fulfil key roles both in supporting others to provide public services and providing services themselves.

We were struck by the strength of feeling and level of engagement of the third and private sector organisations that contributed to our inquiry.²²

39. The Head of Policy and Advocacy at WWF Cymru explained to us how she saw the role of the third sector in implementing the Act in:

“[...] highlighting not just our role in public engagement but also as expert advisers on the implementation of the Act, on what sustainability means, on what radical transformation, system change, can look like— both the policies and the design and the evaluation of that is a critical role for the third sector”.²³

40. However, unlike public bodies, third and private sector organisations that deliver or support public services are not subject to the Act. There is no statutory requirement for them to adopt the principles of the legislation, even in their dealings with Welsh public bodies that are subject to that duty. For some public bodies, getting the third and private sector on board has been challenging. We heard this is improving, and that “working with the private and voluntary sectors [...] can bring that vision for an integrated, collaborative, resilient, prosperous Wales to life”.²⁴

The public

41. We asked stakeholders and witnesses to what extent the public are aware of the Act and what it means for public services in Wales. We reasoned that this legislation more than any other should trigger a national conversation about how public services should be delivered. This conversation is dependent on the public bodies themselves engaging with their service users, alongside more general promotional work from other key players: the Welsh Government, the Commissioner and the Auditor General for Wales (Auditor General).

²² Public Accounts Committee, ‘[Record of Proceedings, 11/01/21](#)’, paragraph 7

²³ Public Accounts Committee, ‘[Record of Proceedings, 14/12/20](#)’, paragraph 151

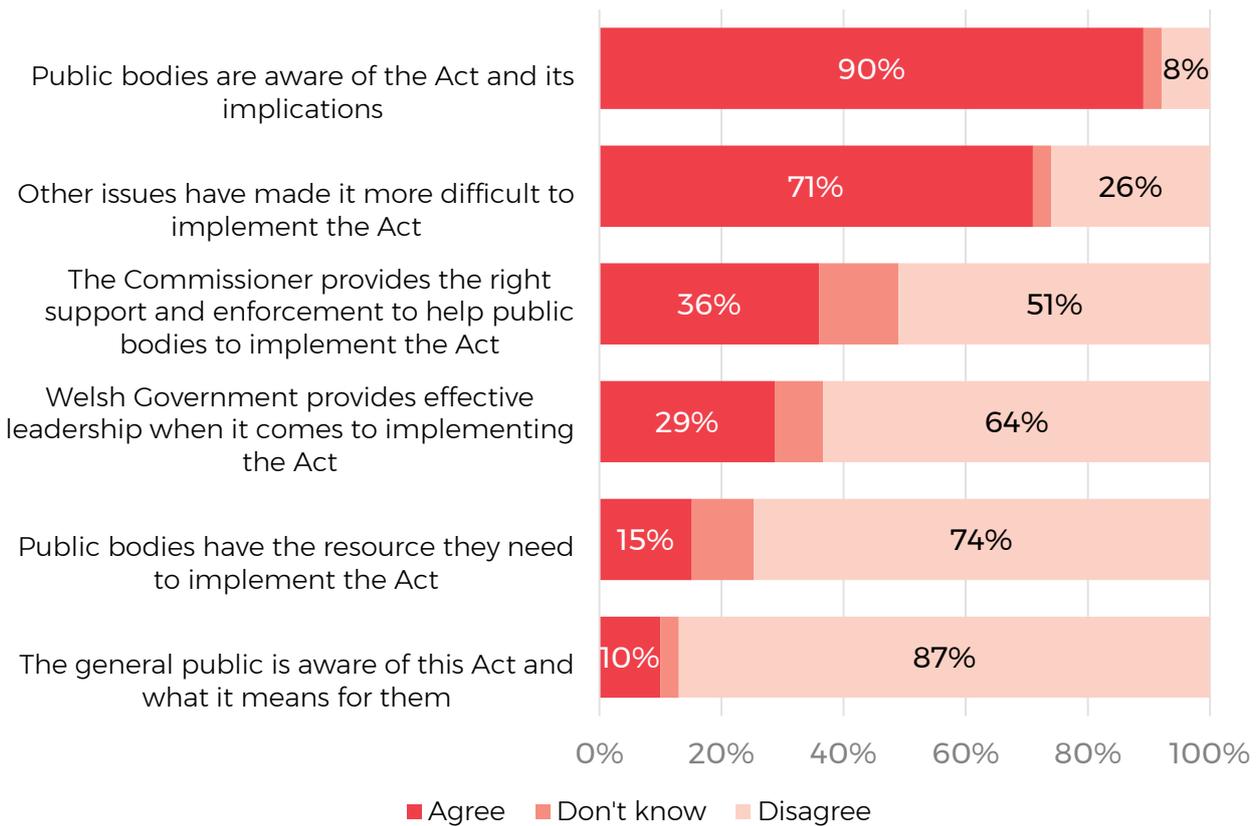
²⁴ Public Accounts Committee, ‘[Record of Proceedings, 25/01/21](#)’, paragraph 338

42. We were frequently told that public awareness of the Act is low. Where people have heard of it, they usually see it as quite detached from their everyday lives. A WWF Cymru representative told us:

“[...] there have been no real surveys to get a sense through an evidence base, really, to anticipate how much public awareness there is, but I think, anecdotally, if you ask any of your family or friends what the well-being Act is, I think everyone would find a blank look on faces.”²⁵

43. The results from our poll of those who attended our stakeholder event on 12 October 2020 pointed to low levels of awareness amongst the public (as well as high levels of awareness across public bodies themselves).

Figure 3. We used virtual polls to ask attendees at our stakeholder event whether they agreed or disagreed with the following statements:



44. We also asked the young people who took part in our engagement activities whether they had heard of the Act and the Future Generations

²⁵ Public Accounts Committee, [‘Record of Proceedings, 14/12/20’](#), paragraph 149

Commissioner. Only 2 of the 14 students had. It is important to note that not only are the students likely to be a particularly well-informed and engaged group of the public, they represent an age group that should be primary beneficiaries of this legislation.²⁶

45. We were not surprised to hear that public awareness of this legislation is probably low. The legislative process can be complicated, and carrying out effective and far-reaching engagement with the public is a significant challenge for any government or legislature. We were keen to establish whether this Act is particularly difficult to understand, compared to other legislation.

46. We heard that it was:

“[...] the multifaceted nature of the Act brings added complexity and therefore makes it difficult to convey a single clear message about the purpose of the Act and what it means for individuals, communities, organisations and their staff.”²⁷

47. Even so, the public having a poor understanding of legislation is not necessarily a barrier to it being implemented successfully. We challenged our witnesses on whether it was necessary for the public to know about the Act.

48. The Auditor General told us that it was a “strategic barrier to implementation”. He said that the debate about policy making must be positioned “at a national level in the context of the Act, time and time again [...] this is about changing the natural of the political debate”.²⁸

49. A Velindre University NHS Trust official agreed:

“The more informed we are as a nation, the better the discussion and the more challenging it is. So, I think that’s really, really important. I think the other thing, in realistic terms, as part of Wales, change happens in groups of five to eight, it doesn’t happen by didactic, top-

²⁶ Written evidence: [Delivering for future generations: the story so far. Summary of engagement with young people](#)

²⁷ Written evidence: [FGA40 Hywel Dda University Health Board](#)

²⁸ Public Accounts Committee, [‘Record of Proceedings, 14/12/20’](#), paragraph 55

down policy. That's where we get real change: what does it mean for me in my locality, in my community, and how can it make a little bit of a difference?"²⁹

50. Many witnesses did not feel that the public needed to know "the finer points of legislation".³⁰ There was consensus, however, that the public should be aware of the shift in public service delivery towards the principles enshrined in the Act.³¹

51. We therefore assumed that public bodies would be taking steps to communicate that shift to their service users. When we put that to our witnesses, we were disappointed to hear many witnesses acknowledge that they need to do more.

Our view

52. We appreciate that raising awareness and understanding and changing culture takes time. However, the Act was passed over five years ago. Public bodies have had enough opportunity to take this vital first step towards embedding sustainable development in public services.

53. Whilst the public does not need to know about the intricacies of the Act, the public **does** need to understand that there has been a fundamental shift towards sustainable development in the governance and delivery of public services in Wales. Without this understanding we do not see how the public can join the conversation about how public services can be run more sustainably, or hold those in charge of public services to account for how they are implementing the Act. Despite pockets of good practice emerging, not all public bodies are distilling the intricacies of the Act and into a clear and relevant message that can be communicated to the people of Wales.

54. If public bodies' service users are not aware of the Act's core principles, this suggests to us that implementation of the Act to date has been from the top-down; it is happening to people, not with people. We agree with the Auditor

²⁹ Public Accounts Committee, '[Record of Proceedings, 11/01/21](#)', paragraph 39

³⁰ Public Accounts Committee, '[Record of Proceedings, 14/12/20](#)', Paragraph 154

³¹ Public Accounts Committee, '[Record of Proceedings, 14/12/20](#)', Paragraph 55

General: a lack of public awareness is a sign that the national debate has not shifted. If the national debate has not shifted, the legislation is not working as it should.

Conclusion 1. Public bodies have not done enough to build awareness and understanding amongst their service users of the shift to sustainable development across public services.

55. We have reached similar conclusions about culture change within public bodies themselves. We have no doubt that senior leadership teams of public bodies across Wales have a good understanding of the legislation. However, this understanding does not spread throughout all public bodies' staff. Organisations cannot claim to have affected culture change if most of their staff have no awareness that a programme of culture change is even underway. We conclude that this, too, is a barrier to the implementation of the Act.

Conclusion 2. Public bodies have not done enough to change the culture of their own organisations to align with the principles of the Act. Consequently, the culture change that is essential to the successful implementation of this Act has not taken place.

56. We were reassured by the expertise, engagement, and commitment of the representatives of the third and private sectors that contributed to this inquiry.

57. We did not take sufficient evidence from charities and private companies to know whether the awareness and understanding of the organisations that contributed to our inquiry is representative of the sectors as a whole. We suspect for some it is, and others have more to do. However, given that those bodies are not subject to the Act, we consider it is ultimately the responsibility of the public bodies that work alongside them to ensure that their work aligns with the principles of the Act.

58. We also recognise the value of the third sector and academia in providing expertise, advice, and support. The public sector could be making more use of this resource.

Conclusion 3. Public bodies are yet to take full advantage of the expertise and capacity within the third and private sectors to support their work under the

Act. Therefore, public bodies could realise additional benefits of working alongside third and private sector organisations to adopt the principles of the Act when they deliver services for and on behalf of the public service.

3. Resources

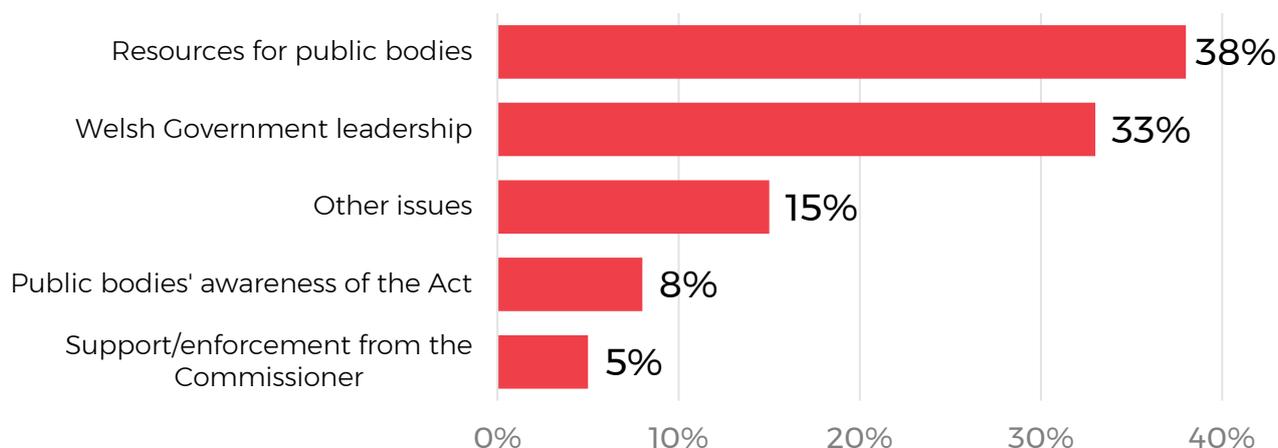
It would be difficult to investigate how public bodies are implementing any legislation without touching on resourcing issues. We asked whether it was reasonable to expect more funding in the current context, and whether, even if funds were available, public bodies need more resources to implement the Act, or whether they need to use existing resources differently.

Whether public bodies have the resources they need

59. The purpose of this inquiry was to identify public sector-wide barriers to implementation of this Act. We focused on issues common to the 44 public bodies subject to the Act, rather than scrutinising individual public bodies and their leadership. We wanted to find out whether public bodies as a whole have the resources they need to implement the Act successfully (an issue relevant to all public bodies), rather than how successfully each body's leadership had used them (an issue that varies considerably from one public body to another).³²

³² The responsibility for scrutinising the work of individual public bodies falls primarily to the Future Generations Commissioner, as set out in part 3 of the Act, and to the Auditor General for Wales, under section 15. See: Legislation.gov.uk, '[Well-being of Future Generations \(Wales\) Act 2015](#)', viewed on 2 March 2021.

Figure 4. We used a virtual poll to ask those present at our stakeholder event “Which of the following is most significant when it comes to implementing the Act?” Resources for public bodies came out top.



60. The Act itself does not place a duty on public bodies to carry out any additional functions. It encourages them to think differently about the public services that they already deliver and the ways in which they work.

61. However, the Act does place reporting requirements on public bodies. They must set and publish well-being objectives that are designed to maximise their contribution to the national well-being goals. Each public body must also publish a statement alongside its objectives to provide more detail about why it has set those specific objectives, the steps it will take to achieve them, how it will involve others in doing so, and other relevant information. Finally, after the financial year end, each public body must report on the progress it has made against its objectives.

62. We do not underestimate the work that public bodies need to do to develop their objectives. We were also unclear whether public bodies have expertise in-house to support this body of work. When we put these questions to the public bodies themselves, many responses – particularly those of local authorities – echoed the sentiment of Flintshire County Council:

“The Act encourages public bodies to behave in an “ideal world” – with multi year sustainable budget settlements, capacity for research and application, lack of bureaucracy and perfect partnership

arrangements. This is not reality and it takes effort to either develop and/or campaign/lobby for these ideals.”³³

63. We heard that the demands placed on public bodies by the Act should be viewed in the context of austerity measures across the public sector. Many bodies do not have the capacity they used to have. Many argued, they “need resources to change culture”.³⁴

64. Some public bodies have traditionally depended on physical assets – such as buildings – to provide public services. We heard that adopting the principles of the Act may involve one-off capital funding injections to modernise infrastructure.³⁵ However, in other areas, adopting the Act may actually have the opposite affect – challenging assumptions about how funding should be used. The Chief Executive and Librarian of the National Library gave us an example:

“I have come to the decision that we won’t build a new splendid building worth £3 million in Aberystwyth, but instead we’re going to invest that funding in public engagement, namely taking this archive out to the people [...] we need to look again at everything that we deliver in the context of COVID and the current economic climate and ask ourselves very critically whether we can do this differently, whether we can do it better, and whether we can do it so that it brings more benefit to the people of Wales.”³⁶

65. Others suggested that the resourcing challenge was more nuanced. An Audit Wales official told us:

“[...] there’s a danger [...] that with resources comes grant dependency and, at some point, public bodies have to take the brave step of funding themselves and stepping back from one model of provision and moving on with another within their existing resources.”³⁷

³³ Written evidence, [FGA50 Flintshire County Council](#)

³⁴ Public Accounts Committee, [‘Record of Proceedings, 18/01/21’](#), paragraph 100

³⁵ Public Accounts Committee, [‘Record of Proceedings, 25/01/21’](#), paragraph 13

³⁶ Public Accounts Committee, [‘Record of Proceedings, 25/01/21’](#), paragraph 66

³⁷ Public Accounts Committee, [‘Record of Proceedings, 14/12/20’](#), paragraph 101

66. An Aneurin Bevan University Health Board (ANUHB) official suggested that one way to overcome resourcing issues was to “think about our responsibilities that we have collectively as a public sector organisation that really we can only achieve through collaboration with our other partners.”³⁸ A representative of Velindre University NHS Trust agreed, adding:

“[...] it’s that micro approach to pooling and collaboration that could be one of the tools we use, given that I don’t think we have the ability to influence the macro environment around funding allocation from UK level”.³⁹

67. Some witnesses agreed there were considerable resource constraints, but, as the Chief Executive of Natural Resources Wales told us, “moaning about funding is not going to help anybody. We’re in a really difficult situation and we have to make the best of what we’ve got.”⁴⁰

Funding allocation and budget cycles

68. The evidence we gathered at the stakeholder event in October 2020 and our consultation pointed towards a disconnect between how funding is awarded to public bodies and the principles of the Act. We asked our witnesses whether the process by which funding is awarded is a barrier to implementation.

69. The Auditor General for Wales (Auditor General) highlighted:

- the “short-term nature of some funding flows, which hamper [public bodies’] ability to plan effectively for the longer term”;
- “a lack of flexibility in how some parts of grant funding can be spent”; and
- the fact that “public bodies are only made aware of the availability of funding very late in the day, or late in the financial year”.⁴¹

³⁸ Public Accounts Committee, ‘[Record of Proceedings, 11/01/21](#)’, paragraph 77

³⁹ Public Accounts Committee, ‘[Record of Proceedings, 11/01/21](#)’, paragraph 84

⁴⁰ Public Accounts Committee, ‘[Record of Proceedings, 25/01/21](#)’, paragraph 225

⁴¹ Public Accounts Committee, ‘[Record of Proceedings, 14/12/20](#)’, paragraph 7

70. The majority of witnesses noted at least one of these points as a key barrier for their organisation.

Funding cycles and flexibility

71. A significant proportion of the funding that public bodies receive from the Welsh Government is determined and awarded annually.⁴² The Welsh Government may set out broad areas for how this funding should be used by the public bodies or indicate strategic priorities for the organisation. Even so, public bodies generally have more flexibility over how they use this funding than other project-specific income streams or grants. We heard that this flexibility is essential.⁴³

72. However, even with some degree of flexibility, annual funding allocations can be a barrier to long-term thinking and planning. A Flintshire County Council official said:

“[...] annual budgets do not help with long-term planning, do they? You’re always on that annual cycle, and although there’s relative stability, year to year, we are extremely hampered by short-term grant regimes that come out at the very last minute. We’ve almost got to have a whole portfolio of projects, potentially waiting to go, in case some money comes up with which we can undertake those.”⁴⁴

73. Debate over the length of funding cycles at all levels of public services in Wales is well-rehearsed. We are also aware that the Welsh Government is actively lobbying the UK Government for longer-term financial settlements.⁴⁵ We asked witnesses whether, in that context, anything more could be done to provide public bodies with longer-term financial security. A Velindre University

⁴² Although NHS bodies are required to prepare and have approved by Ministers Integrated Medium Term Plans for 3 years, NHS funding is allocated annually by Welsh Government

⁴³ Gethin Morgan from Isle of Anglesey County Council explores the importance of adapting how resources are used to fit with local communities, See: Public Accounts Committee, ‘[Record of Proceedings, 18/01/21](#)’, paragraph 65

⁴⁴ Public Accounts Committee, ‘[Record of Proceedings, 18/01/21](#)’, paragraph 188

⁴⁵ Welsh Government, ‘[Draft Budget 2021-22](#)’, pages 1 to 4, viewed on 5 February 2021

NHS Trust official set out the challenges for both the Welsh Government and public bodies:

“[...] it’s very difficult I think for organisations or the Welsh Government to operate in a different time cycle. And what people find when they put down longer term plans, which they need to do, is often they are made redundant by the fact that the funding cycle, or a crisis nationally through economic issues, renders those plans maybe unimplementable.”⁴⁶

74. Other respondents disagreed that short-term funding cycles were a barrier to implementation. The Future Generations Commissioner acknowledged that short-term funding may make adopting the five ways of working “more challenging”, but argued that public bodies “should accept that a large proportion of the budget is static and does not change year on year.” This should be enough for them to ‘[set] out a vision through their well-being objectives’ and ‘work towards meeting their objectives.’⁴⁷

Other sources of funding

75. As well as their main sources of revenue funding, some public bodies also receive grant funding for specific projects or purposes. This funding can originate from the Welsh Government or other grant awarding bodies, such as the National Lottery.

76. We heard that these sources of income can be invaluable to start new projects, or programmes of work. This has led to some innovation and progress towards integration of the Act. However, it also presents some challenges:

“[...] whilst we’ve got the initial funding, to look at something innovative and creative that will make a difference to people locally, what we then have to do is look at our revenue budgets longer term and how that will then change to support and sustain the implementation of that innovation [...] there’s a significant amount of

⁴⁶ Public Accounts Committee, ‘[Record of Proceedings, 11/01/21](#)’, paragraph 83

⁴⁷ Written evidence, [FGA33 Future Generations Commissioner](#).

public money being invested in the creative element with uncertainty about the longer term sustainability”.⁴⁸

77. The Chief Executive of Natural Resources Wales explained that organisations with several different funding streams can mitigate this problem, at least to some extent. For example, income from commercial activities can be diverted to support other projects. However, public bodies that depend almost entirely on funding from the Welsh Government may not be able to benefit from this approach.⁴⁹

The resources available to Public Services Boards (PSBs)

78. Unlike other strategic partnership bodies, such as Regional Partnership Boards and the recently proposed Corporate Joint Committees, PSBs do not receive dedicated funding. Local authorities have a duty under the Act to provide PSBs with administrative support. PSBs also receive some income via the Welsh Government’s Regional Grant. However, “it is for each board to determine appropriate and proportionate resourcing of their collective functions.”⁵⁰

79. The Welsh Government states in its 2016 statutory guidance for PSBs:

“[...] it is for the Board to determine how it will resource the functions it has to undertake, which are a responsibility of all the statutory members equally [...] [Members and participants] are not required to provide financial assistance but may do so if they consider it is within their powers”.⁵¹

⁴⁸ Public Accounts Committee, ‘[Record of Proceedings, 18/01/21](#)’, paragraph 199

⁴⁹ Public Accounts Committee, ‘[Record of Proceedings, 25/01/21](#)’, paragraph 225

⁵⁰ Auditor General for Wales, ‘[Review of Public Services Boards](#)’, 2019, page 23, viewed on 23 February 2021

⁵¹ Welsh Government, ‘[Shared Purpose: Shared Future](#)’, 2016, page 10, viewed on 5 February 2021

How do Public Services Boards carry out their work?

80. The lack of dedicated funding for PSBs was regularly cited as a major barrier to their work.⁵² We heard that the failure to formally allocate resources to PSBs prevented them from working effectively.⁵³ As a consequence of the funding model, the burden of resourcing PSBs can fall disproportionately on local authorities.⁵⁴ Some public bodies that engage with more than one PSB (Natural Resources Wales, for example, which is a statutory member of every PSB in Wales) need to make considerable resource commitments to the PSBs.

81. Pembrokeshire PSB set out some of the challenges it faces:

“Other than the regional PSB support grant (which unfortunately was not made available to PSBs this year), all resources deployed which enable the PSB to function effectively as a Board, and to deliver on its objectives, rely on each constituent partner being prepared to commit people, time and energy to make PSB working a success. This is a particularly difficult challenge at a time of diminishing budgets [...]”⁵⁵

82. These challenges were echoed in oral evidence. The Auditor General highlighted the findings of his 2019 Review of PSBs, which concluded that the lack of dedicated funding is a barrier to their development.⁵⁶ The Chief Executive of Natural Resources Wales agreed, setting out the practical realities of the situation:

⁵² See: Public Accounts Committee, [‘Record of Proceedings, 14/12/20’](#), paragraphs 112 and 115; Public Accounts Committee, [‘Record of Proceedings, 11/01/21’](#), paragraph 163; Public Accounts Committee, [‘Record of Proceedings, 18/01/21’](#), paragraph 199; Public Accounts Committee, [‘Record of Proceedings, 01/02/21’](#), paragraph 101; written evidence: [FGA2 Mid and West Wales Fire and Rescue Authority](#); written evidence: [FGA35 Ceredigion Public Services Board](#)

⁵³ Public Accounts Committee, [‘Record of Proceedings, 18/01/21’](#), paragraph 241; Public Accounts Committee, [‘Record of Proceedings, 25/01/21’](#), paragraph 240; written evidence: [FGA01 Powys County Council](#)

⁵⁴ Public Accounts Committee, [‘Record of Proceedings, 18/01/21’](#), paragraphs 274 to 175

⁵⁵ Written evidence, [FGA28 Pembrokeshire Public Services Boards](#)

⁵⁶ Public Accounts Committee, [‘Record of Proceedings, 14/12/20’](#), paragraph 115

“[...] one of the problems is that you have a number of different bodies around the PSB table and you are always asking one of them to take a lead. And that can result in good partnership working, it can also sometimes create difficulties and tensions and barriers.”⁵⁷

83. The Chief Executive of Pembrokeshire Coast National Park, and Chair of the Pembrokeshire PSB, explained the challenges his Board has faced when considering an informal pooled budget arrangement:

“We’ve had discussions as a PSB whether we should all contribute £5,000 in order to build a fund for some work as a PSB. I think the problem we have is the fact that for our organisation and the county council we contribute once. If you go to the health board, they have to contribute three times to three different PSBs. If you go to the fire and rescue service, then it’s up to six, and, if go to Natural Resources Wales, it’s obviously 22. So, there are barriers there [...]”⁵⁸

84. Despite this, we were reassured that many PSBs were managing to navigate the challenges posed by their funding model to provide real benefits to their communities. Some PSBs have merged, creating regional structures to work efficiently across local communities. Others reach across their geographical boundaries to embed collaborative working.

85. The Chief Executive of Natural Resources Wales told us that the work of the PSBs presents “a genuine opportunity and forum in which we can work with partners to deliver a whole range of good things for people and communities in Wales.”⁵⁹ The Chief Executive of Pembrokeshire Coast National Park Authority agreed, noting the important role that PSBs can play in the recovery from the pandemic:

“In the context of COVID, I think we came to the conclusion that the resilience forums are taking the short term, but long-term recovery was going to be led by the PSBs. When we look around the table, I

⁵⁷ Public Accounts Committee, ‘[Record of Proceedings, 25/01/21](#)’, paragraph 229

⁵⁸ Public Accounts Committee, ‘[Record of Proceedings, 25/01/21](#)’, paragraph 240

⁵⁹ Public Accounts Committee, ‘[Record of Proceedings, 25/01/21](#)’, paragraph 310

don't think there is another partnership that has as diverse a representation at senior level of the public services. Therefore, if we truly aspire for a unified, one public service driving change across Wales, then probably you don't need to invent something else, because the PSBs exist."⁶⁰

Our view

Funding for public bodies

86. We agree with those who reminded us that the purpose of this Act is not to place additional burdens on public bodies. The purpose of the Act is to make them think and behave differently. This point is clearly stated by Cytûn:

"[...] it is important to convey to public bodies that the "five ways of working" mandated by the Act are an alternative way of working – not additional ways of working to the usual way. Long term, preventative, integrated, collaborative and inclusive policy making and implementation should over time be able to save money and resources, rather than having to ask for more."⁶¹

87. However, we also agree with the Auditor General and others that embedding culture change requires resource and expertise. We appreciate that, after a sustained period of real-terms funding cuts across the public sector, public bodies may feel that resourcing day-to-day challenges is difficult enough without diverting resources away from the front lines to research and embed aspirational legislation such as this Act.

88. In the short term, they require the support of others: the Welsh Government, the Future Generations Commissioner, and the Auditor General. We discuss the role of these bodies later in this report. Looking into the future, however, public bodies must not use funding as an excuse for failing to adopt the principles of sustainable development.

⁶⁰ Public Accounts Committee, '[Record of Proceedings, 25/01/21](#)', paragraph 344

⁶¹ Written evidence: [FGA15 Cytûn - Churches Together in Wales](#)

Conclusion 4. A lack of additional funding for public bodies to embed the principles of sustainable development and the five ways of working should not be a barrier to implementation of the Act.

89. We are more sympathetic with the calls from public bodies for longer funding cycles. Legislation which requires public bodies to plan for future generations is more difficult to implement properly if budgets are guaranteed for as little as one year at a time.

90. We agree with the Future Generations Commissioner: public bodies' budgets are largely static. But the difference of a few percent in a public body's budget can make the difference between one project or another, or between one approach to public service delivery or another. These fluctuations are especially challenging for public bodies if they are informed about their budget allocations shortly before the next financial year.

91. For similar reasons, we agree that late notice of grant funding opportunities is not helpful either. Collaboration takes time, as do conversations around resourcing collaborative work.

92. The UK Government does not consistently provide the Welsh Government with long-term (i.e. more than 1 year at a time) funding settlements. Since funding from the UK Government makes up most of the Welsh Government's funding, we recognise that it is challenging for the Welsh Government to pass down long-term funding settlements to Welsh public bodies. However, we urge the Welsh Government to do what it can to provide longer-term financial security to the public bodies that are subject to this Act to give them every opportunity to implement it successfully.

Conclusion 5. Short funding cycles and late funding announcements have made it more difficult for public bodies to collaborative effectively, plan for the future, and make the most out of the resources they have.

RECOMMENDATION

Recommendation 1. The Welsh Government should carry out of a review of how it can provide longer-term financial security to the public bodies that are

subject to this Act. This review should be completed in time to inform funding decisions in relation to the 2023-24 financial year.

Funding for Public Services Boards (PSBs)

93. It is clear to us that the work of PSBs is constrained by their funding model. The public bodies that sit on the Boards must go through unnecessarily complicated, time-consuming, and resource-intensive processes, as well as sometimes difficult discussions amongst members, to ensure that they have adequate resources to do their work.

Conclusion 6. The inconsistent funding arrangements for Public Services Boards limit their effectiveness. Requiring each Board to separately overcome the same fundamental resourcing challenge is inefficient, has no clear justification and has led to undesirable inconsistencies in what Boards do and how they work.

94. PSBs have taken different approaches to harness the resources of their members and take advantage of funding opportunities. While we welcome the pragmatism of the PSBs and fully agree that they should have the flexibility to respond to the needs of their communities (by merging with neighbouring boards, for example), we do not understand why they are not subject to clear and consistent funding arrangements. This is even more surprising when:

- many public bodies are members of more than one PSB, putting pressure on their ability to contribute to each one and meaning that they contribute to different PSBs in different ways;
- by and large, the members of PSBs are the same across the country, with the same statutory responsibilities, and with the same principles underpinning their funding. There does not seem to be any rational explanation for why there should not be a common approach to pooling their resources; and
- public bodies have been facing years of real-terms funding cuts. It is naïve to believe that they are likely to donate their resources voluntarily and enthusiastically to PSBs.

95. We agree with the Auditor General, the Future Generations Commissioner, and most of the public bodies that contributed to this inquiry: to fulfil their vital role, PSBs must have access to funding. This is the approach the Welsh Government has taken with Regional Partnership Boards, and the approach that it now appears minded to take with Corporate Joint Committees.⁶² We see no clear rationale for treating PSBs any differently.

96. We urge the Welsh Government to commit to reviewing how PSBs are funded with a view to clarifying and simplifying their resourcing arrangements. We believe this will ensure that PSBs can focus on supporting public bodies to drive the implementation of this legislation.

RECOMMENDATION

Recommendation 2. The Welsh Government should carry out a review of how the work of Public Service Boards is funded. The review should begin no later than six months after the next Senedd election, with its conclusions implemented in time for them to inform funding allocations for the 2023-24 financial year. The review should be undertaken with the following principles in mind:

- PSBs should be able to access pooled funds, drawn from the resources of their statutory members, which they could either hold as formal corporate entities, or via informal arrangements.
- PSB budgets should be determined by clear, consistent guidelines set out by the Welsh Government.
- PSB budgets should be informed by the role that the Welsh Government has set out for them.
- The contributions that each organisation is required to make to finance PSBs should recognise wider commitments that they have to other partnerships (including to other PSBs).

⁶² Welsh Government, '[Consultation Document: Regulations to establish Corporate Joint Committees \(CJCs\)](#)', October 2020, pages 19 to 21, viewed on 16 February 2021

4. The Future Generations Commissioner

As both ambassador and enforcer, the Future Generations Commissioner's role is to ensure that sustainable development is front and centre of public services, to advise government, and to monitor and assess public bodies' progress towards their well-being objectives. In this chapter, we discuss the Future Generations Commissioner's resources, how her office has prioritised work, and how public bodies have responded.

The Future Generations Commissioner's role

97. The role of the Future Generations Commissioner (the Commissioner) is to promote the sustainable development principle, and monitor and assess the extent to which public bodies are meeting their well-being objectives.⁶³ She does this by providing guidance, advice and assistance to public bodies – including the Welsh Government - and to the Auditor General for Wales (Auditor General), and by carrying out research. In practice, the kind of things the Commissioner does include:

- giving advice to encourage public bodies on how to apply the Act;
- producing resources to support public bodies' decision making and planning;
- providing written advice on specific issues; and
- providing support and training.

98. The Commissioner also has the power to undertake reviews of whether individual public bodies are safeguarding the ability of future generations to

⁶³ Legislation.gov.uk, '[Well-being of Future Generations \(Wales\) Act 2015: Part 3](#)', viewed on 9 February 2021

meet their needs. As part of the review, the Commissioner can make recommendations to the public body. The public body must take reasonable steps to follow any course of action proposed by the Commissioner in her recommendations.

How the Commissioner has approached her work

99. The Commissioner has a broad duty under the Act with significant scope to shape and prioritise her work. We asked her what work her office had prioritised since 2015, and why. The Commissioner explained that she began by recognising her office’s work should be focused where it would have the most impact:

“I have posed to myself the same question or challenge that public bodies are given: what are the things that, if we got them right, if we did them well, would make the biggest contribution to meeting the seven well-being goals?”⁶⁴

100. At the beginning of her tenure, the Commissioner carried out a six-month “involvement and engagement exercise across Wales with a range of different organisations”. The outcome was that her office decided to focus on six areas: skills; health and wellness system; adverse childhood experiences; land use planning and placemaking; housing; and transport.⁶⁵ The Commissioner explained that many critical areas of sustainable development, such as decarbonisation and the Welsh Government’s budget, are cross cutting and touch on a number of those six priority areas.⁶⁶

101. The Commissioner’s office also responds to requests for support from public bodies, including the Welsh Government. She told us that she has received 663 requests for advice from public bodies in the last two and a half years.⁶⁷ Her office responds to these requests with either generic advice, using pre-prepared materials and resources, or tailored advice where queries “are aligned with my

⁶⁴ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 56

⁶⁵ Future Generations Commissioner for Wales, ‘[Priority Areas](#)’, viewed on 9 February 2021

⁶⁶ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 56

⁶⁷ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 57

internal criteria [...] (depending on the capacity on my team). This can range from a single tailored email to a full joint working exercise [...].⁶⁸

102. The Commissioner told us that she has invested a significant amount of her time into supporting, advising, and lobbying the Welsh Government; 43% of those 663 requests for her support have come from the Welsh Government.⁶⁹

103. We asked the Commissioner specifically about how she had been prioritising her work during the pandemic:

“[...] my support to date has focused on the Welsh Government, and the reason for that is that if we get it right from the top, then we have a better chance of that trickling down. There’s also an element of resources and capacity of my office, in terms of our ability to support the other 43 public bodies in an intensive way.”⁷⁰

104. She added that she is currently in the process of developing a detailed work plan that will focus more closely on working with public bodies to support them in implementing the Welsh Government’s priorities for recovery from the Covid-19 pandemic.⁷¹

Public bodies’ views about the Commissioner’s support

105. The feedback we received from public bodies themselves, and from wider stakeholders, was that the Commissioner’s public profile is positive, and that she and her office are excellent at promoting and raising awareness of the Act. Sport Wales said “the Future Generations Commissioner [has] been a champion for the Act and has raised its profile; not being frightened to stand up for it. Her public profile has raised awareness of the Act and its potential.”⁷²

⁶⁸ Future Generations Commissioner for Wales, ‘[Advice and Assistance](#)’, viewed on 9 February 2021

⁶⁹ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraphs 22 and 56 to 57

⁷⁰ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 22

⁷¹ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 22

⁷² Written evidence: [FGA53 Sport Wales](#)

106. Some public bodies noted the high level of knowledge and understanding of sustainable development within the Commissioner's office. An Aneurin Bevan University Health Board official told us:

"We've found that the support and the input that we've had to date from the future generations commissioner's office has been very, very helpful [...] we were fortunate to have one of the officers come and deliver a session for us with respect to longer term decision making. Colleagues within the health board found that expertise and that input very useful indeed, and they were able to see how that applied to their day-to-day work."⁷³

107. Other public bodies were also positive about the support and resources the Commissioner provides. Cardiff and the Vale University Health Board stated:

"The FGC Office publishes very accessible resources, using innovative ways of engaging people and organisations, often thought-provoking and challenging traditional ways of communicating."⁷⁴

108. However, not all public bodies agreed. Some said that they had not received enough practical support from the Commissioner's office. For some, communication and correspondence is "limited", and attendance at Public Services Boards (PSB) meetings is "fairly sporadic".⁷⁵ Others, such as the NHS Confederation, were unsure about what level of support public bodies could expect:

"[...] the extent to which the role of the Commissioner's office is to adopt a 'hands on' approach to supporting NHS Wales organisations in implementing the Act is not always clear. NHS Wales organisations would welcome more practical support opportunities from the Commissioner's office [...]"⁷⁶

⁷³ Public Accounts Committee, '[Record of Proceedings, 11/01/21](#)', paragraph 124

⁷⁴ Written evidence: [FGA19 Cardiff and the Vale University Health Board](#)

⁷⁵ Written evidence: [FGA02 Mid and West Wales Fire and Rescue Authority](#)

⁷⁶ Written evidence: [FGA25 Welsh NHS Confederation](#)

109. South Wales Fire and Rescue Service felt that the Commissioner’s office had a “limited understanding [...] of how public sector organisations work along with the constraints we are expected to work within.”⁷⁷ Denbighshire County Council agreed, suggesting the Commissioner’s recommendations were often not discussed with public bodies before being published, and “betray limited understanding of the geographic, financial and strategic considerations of our organisation.”⁷⁸

110. We also heard about the length of the reports and the volume of resources that the Commissioner’s office produced. The reports were described by some as “unmanageable”,⁷⁹ “inaccessible to ordinary people”⁸⁰ and “difficult to penetrate”⁸¹. The Chief Executive of Powys County Council explained how that can make it challenging for resource-stripped public bodies to take on board the Commissioner’s findings:

“[...] when the reports arrive, the first reaction is, ‘Great, but how are we going to deal with this?’ There is so much in there, and often they come with very little advance notice [...] For a lot of us, when they arrive, you think, ‘Oh, okay, this is a really chunky document that we’ve now got to digest..”⁸²

111. Public bodies had some suggestions about how the Commissioner’s work could be refocused to support them most effectively. Some public bodies suggested to us that the Commissioner should prioritise promoting the Act to the Welsh Government and feeding into the Welsh Government’s policy development process. However, most wanted more direct support for public bodies. Some called for regional representatives to ensure that support was available to public bodies across the country.⁸³ Many called for link officers within

⁷⁷ Written evidence: [FGA23: South Wales Fire and Rescue](#)

⁷⁸ Written evidence: [FGA44 Denbighshire County Council](#)

⁷⁹ Written evidence: [FGA01 Powys County Council](#)

⁸⁰ Written evidence: [FGA06: Oxfam Cymru](#)

⁸¹ Written evidence: [FGA35 Ceredigion Public Services Board](#)

⁸² Public Accounts Committee, ‘[Record of Proceedings, 18/01/21](#)’, paragraph 214

⁸³ Public Accounts Committee, ‘[Record of Proceedings, 18/01/21](#)’, paragraph 79

the Commissioner's office to provide sector-specific advice to public bodies.⁸⁴ Others just wanted more of the Commissioner's time.⁸⁵

112. When we put public bodies' proposals to the Commissioner, she was more than receptive:

"I'd absolutely love to be able to do that. I think that, looking at some of the evidence that you've heard from different organisations, it seems that quite a number of them have said that where we are able to go in and provide that support, it does have an impact, and quite a number of them have said, 'What we would like is more time from the commissioner's office,' and I couldn't agree more. My challenge is my level of resources."⁸⁶

⁸⁴ Public Accounts Committee, '[Record of Proceedings, 18/01/21](#)', paragraph 216

⁸⁵ Public Accounts Committee, '[Record of Proceedings, 11/01/21](#)', paragraph 121

⁸⁶ Public Accounts Committee, '[Record of Proceedings, 01/02/21](#)', paragraph 45

Figure 5. The word cloud below identifies the terms that appear most frequently across the 61 written consultation responses that we received from public bodies and other stakeholders. The larger the text, the more often that term appears in the written evidence. “Support” was mentioned 272 times.



The Commissioner’s resources

113. The Commissioner has made numerous pleas to the Senedd for a larger budget.⁸⁷ She repeated these to us, arguing:

⁸⁷ See, for example, Equality, Local Government and Communities Committee, ‘[Record of Proceedings, 01/03/18](#)’, paragraph 50; Equality, Local Government and Communities Committee, ‘[Record of Proceedings, 07/11/19](#)’, paragraph 48; or Equality, Local Government and Communities Committee, ‘[Record of Proceedings, 30/11/20](#)’, paragraph 62.

“My current level of funding is insufficient to allow me to thoroughly monitor and assess all public-body well-being objectives and provide the level of support needed to change public sector culture.”⁸⁸

114. The Commissioner compared her funding to that of other commissioners and organisations:

“I am the lowest funded commissioner with the biggest remit. Just to give you a kind of flavour in terms of my resources, I get £1.509 million; £71,000 less than the children’s commissioner, £1.648 million less than the Welsh Language Commissioner. Again, to give you some comparisons, my budget, £1.509 million, the Welsh Books Council, £3.649 million, and the Welsh Local Government Association, £3.2 million [...]”⁸⁹

115. The Commissioner’s view was borne out by what we heard during our stakeholder event, the evidence we received from our written consultation, and during verbal evidence sessions. Overwhelmingly, we were told by public bodies that the Commissioner’s office did not have the resources to be able to provide public bodies with the levels of support they wanted.

116. The Head of Built Environment at Sustrans Cymru was clear in his view that the Commissioner’s resourcing constraints meant that her office could not get involved at a local level, which impacted on her ability to effect change within the transport sector.⁹⁰

117. One Velindre University NHS Trust official felt that the Commissioner could do more to engage with the public and encourage secondments between public sector bodies and the Future Generations Office, which would improve working relationships.⁹¹

⁸⁸ Written evidence: [FGA33 Future Generations Commissioner for Wales](#)

⁸⁹ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 45

⁹⁰ Public Accounts Committee, ‘[Record of Proceedings, 14/12/20](#)’, paragraph 257

⁹¹ Public Accounts Committee, ‘[Record of Proceedings, 11/01/21](#)’, paragraphs 117 and 140

118. Many public bodies suggested that they would benefit from dedicated regional or sectoral specialists within the Future Generations Office, but recognised that this, too, was not possible given the Commissioners budget.⁹²

Our view

The work of the Future Generations Commissioner to date

119. We were reassured that, overall, the Commissioner's public profile is positive. She promotes the Act well, and she and her team have good expertise.

Conclusion 7. The Commissioner and her office have developed a positive public profile and have effectively promoted and raised awareness of the Act. They have considerable expertise in sustainable development, which underpins the support and advice they provide to public bodies and the Welsh Government.

120. However, we were struck by the range of views about the work of the Commissioner and her office expressed by public bodies. We heard many specific examples of when the Commissioner's office's expertise and guidance had shaped public services for the better or had helped to embed the culture change that is so central to the successful implementation of this legislation.

121. We also heard that some public bodies do not have a positive relationship with the Commissioner's office and they feel inadequately supported. They do not think that the Commissioner is using the resources she has in the right way, and it is not always clear that her office is sensitive to the day-to-day challenges that many public bodies face.

122. We understand that the Commissioner's role means that, inevitably, she and her colleagues will at times have challenging and even critical conversations with public bodies. This is appropriate and necessary. Nevertheless, successful implementation of this Act depends on collaboration, which in turns depends on strong and constructive relationships. We therefore urge the Commissioner and

⁹² For example, see contributions from Annwen Morgan, Isle of Anglesey County Council, and from Alun Williams, Ceredigion County Council. Public Accounts Committee, '[Record of Proceedings, 18/01/21](#)', paragraphs 79 and 82.

public bodies to reflect on they can do to build trust and improve their working relationships.

RECOMMENDATION

Recommendation 3. The Future Generations Commissioner and Welsh public bodies should ensure that they develop constructive relationships. The inconsistency in their relationships has limited the impact of the Commissioner's work.

The Commissioner's budget

123. It is not appropriate for this Committee to make recommendations about the precise levels of funding that the Commissioner should receive. Funding allocations are a policy matter for the Welsh Government, and therefore outside the remit of this Committee.

124. We note that the length of some reports published by the Commissioner's office makes it more difficult for some public bodies to engage with their findings. We urge the Commissioner to consider making her reports shorter and more focused, which hopefully will free up capacity within her office for other activities.

125. Nevertheless, we also note the consistent evidence we received about the Commissioner's budget from stakeholders. Public bodies overwhelmingly agreed that the Commissioner had particularly limited resources, whatever their views on how those resources had been deployed.

126. We conclude that the Commissioner's budget has prevented her and her office from supporting public bodies as much as they would like to be supported.

Conclusion 8. The Future Generations Commissioner's budget has not given her office sufficient capacity to provide public bodies with the levels of practical and sector-specific support that they have called for to implement the Act.

Looking to the future: prioritising resources

127. It is unfortunate that so much of the Future Generations Commissioner's time is spent supporting the Welsh Government. We acknowledge that the

Welsh Government will benefit from the Commissioner's expertise, and are encouraged by their ongoing collaboration. However, public bodies from different sectors and different regions have told us that they need more support from the Commissioner to implement this legislation.

128. We have made it clear that public bodies should not receive any additional funding to implement the Act. However, we agree with the Auditor General: "to get from A to B will require some specific resourcing".⁹³ This specific resourcing does not need to be more money. But it does need to be expertise in driving culture change across their organisations.

129. We believe the Commissioner should be prioritising her resources directly to the public bodies responsible for translating the legislation into changes to how public services are delivered. Whether her office appoints regional representatives or specialist link officers to do that is a matter for the Commissioner and the public bodies she supports.

130. It is the responsibility of the Welsh Government itself – not of the Future Generations Commissioner – to ensure that the Welsh Government has sufficient expertise in-house to ensure that its policy and decision making aligns with the principles of the Act. The Welsh Government should not need to be lobbied to implement its own legislation.

131. And it is the responsibility of the Senedd – not of the Future Generations Commissioner – to hold the Welsh Government to account if its policy or legislation is inconsistent with this legislation.

RECOMMENDATION

Recommendation 4. The Future Generations Commissioner should prioritise supporting public bodies and Public Services Boards to deliver this legislation.

⁹³ Public Accounts Committee, 'Record of Proceedings, 14/12/20', paragraph 99

5. The Welsh Government

The Act itself includes the Welsh Government (“the Welsh Ministers”) in the list of public bodies that are subject to the legislation. The Welsh Government therefore shares the same fundamental sustainable development responsibilities as the other 43 public bodies subject to the Act. In addition, the Welsh Government has other specific leadership responsibilities, such as publishing national indicators and milestones, and promoting sustainable development. Here, we discuss how the Welsh Government has fulfilled its dual role.

Leading by example: the Government as a public body

132. Just like Health Boards, local authorities and other public bodies subject to the Act, the Welsh Government must set and work towards well-being objectives that contribute to the national well-being goals. The Welsh Government must set and publish its well-being objectives after each Welsh general election, which will usually mean that they are in place for five years. The Welsh Government published its 12 well-being objectives for 2016-21 in 2017,⁹⁴ and reports on its progress against those objectives are published annually – most recently in 2020.⁹⁵

133. We recognise that setting well-being objectives and making decisions in pursuit of those objectives are policy matters and are ultimately the responsibility of the Ministers themselves rather than the civil service. Of course, civil servants give advice to Ministers and help them shape and define policy; we discuss this later in this chapter. Even putting that aside, the Welsh Government

⁹⁴ Welsh Government, ‘[Well-being statement 2017](#)’, page 14, viewed on 10 February 2021

⁹⁵ Welsh Government, ‘[Annual Report 2020](#)’, viewed on 10 February 2021

is a public body just like the other 43 that fall under this Act, and a particularly important one.

134. We agree with the Future Generations Commissioner: not only will public bodies take their lead from the Welsh Government’s example, but they will inevitably be affected by how successfully the principles of the Act have been embedded across the Government.⁹⁶ Or, as the students who engaged with our inquiry told us: “It’s the fault of the governing party if ultimately things aren’t right”.⁹⁷

135. We asked the Permanent Secretary of the Welsh Government whether she believed the Act had been adopted across the organisation:

“It’s been encouraging that our recent people survey— a survey of all our staff across a very wide range of subjects— shows that there is high awareness and pretty high levels of adoption of the five ways of working and understanding of what they involve. There’s obviously some variation across the organisation, and we’ll be looking to follow that up now and make sure that everybody has the same understanding and awareness of what the Act means for them [...]”⁹⁸

136. However, we heard from many public bodies and stakeholders that there was a siloed approach to working in Welsh Government, a lack of consistency in how the Act is applied and slow culture change within the organisation. This was particularly apparent during the first years after the Act was passed. WWF Cymru pointed us towards its 2017 investigation, which concluded that “there is no systematic, coherent approach by WG to implementing the [Act].”⁹⁹

137. The Auditor General for Wales (Auditor General) told us that although Audit Wales’ examination of the Welsh Government was “very positive” (see Chapter 6 for more information about how the Auditor General for Wales has approached

⁹⁶ Written evidence: [FCA33 Future Generations Commissioner](#).

⁹⁷ Written evidence: [Delivering for future generations: the story so far. Summary of engagement with young people](#)

⁹⁸ Public Accounts Committee, ‘[Record of Proceedings..01/02/21](#)’, paragraph 155

⁹⁹ Written evidence: [FCA58 WWF Wales](#)

his work), “repeatedly [...] we’re seeing decisions taken by the Welsh Government that are not entirely congruent with the spirit of the Act.”¹⁰⁰

138. We challenged the Permanent Secretary on whether there was still considerable variation in how well Welsh Government departments have adopted the Act. She said:

“[...] this is an overarching framework, it’s not a straitjacket [...] There needs to be individual decision making involved. I don’t want to take a check-list approach to how we respond to the Act in all of our documents, but what we’re talking about here is a culture change, and that takes some time to embed. The Act came into force five years ago. I think there’s been huge progress over that period. I personally see enormous commitment and pride across the whole of the organisation in an Act that is uniquely Welsh, and that, I think, is very powerful.”¹⁰¹

139. We heard that Welsh Government’s response to the pandemic had “accelerated a natural development of our approach to the five ways of working”.¹⁰² The Permanent Secretary explained that she has created a new directorate on “restart and recovery”, which she positioned within the team responsible for Well-being of Future Generations policy.¹⁰³ A Welsh Government official pointed towards the 21-day review of Covid-19 regulations as an example of where the Welsh Government had embedded the five ways of working by engaging across the Government, local authorities, Health Boards and community groups.¹⁰⁴

¹⁰⁰ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 85

¹⁰¹ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 157

¹⁰² Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 148

¹⁰³ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 147

¹⁰⁴ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraphs 168 to 170

Promoting the Act

Awareness raising

140. The Act places a duty on the Welsh Government to promote sustainable development.¹⁰⁵ For some, this involves promoting awareness of the Act with the public. The Chief Executive of Isle of Anglesey County Council argued that “the Welsh Government has a specific role in promoting the Act and accelerating the emphasis and importance of the Act”.¹⁰⁶

141. Similarly the Director of Strategic Transformation, Planning, Performance and Estates at Velindre University NHS Trust suggested that a “big education awareness-raising, marketing campaign about getting people sighted on the Act at a local level would be beneficial.”¹⁰⁷

142. We heard similar views from attendees at our stakeholder event, who pointed towards positive work of this kind being done by governments pursuing sustainable development agendas in other countries. We asked the Permanent Secretary what the Welsh Government had done to engage with the public about the Act:

“We have, in the Welsh Government, put a lot of effort into public awareness. We are accountable, after all, and therefore, in the early phases of implementation, resources were provided, including lots of animations, the famous booklet, and all the other things that we put out to generate public awareness and understanding of something so fundamentally important to how we are developing policy for the future”¹⁰⁸

¹⁰⁵ Legislation.gov.uk, ‘[Well-being of Future Generations \(Wales\) Act 2015: Section 16](#)’, viewed on 18 February 2021

¹⁰⁶ Public Accounts Committee, ‘[Record of Proceedings, 18/01/21](#)’, paragraph 92

¹⁰⁷ Public Accounts Committee, ‘[Record of Proceedings, 11/01/21](#)’, paragraph 194

¹⁰⁸ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 183

143. The Permanent Secretary suggested that “general knowledge and understanding of the Act will increase as people see tangible outcomes and a difference of approach”. For example, she explained the public in Wales:

“[...] will recognise the difference [...] between the approach that was taken in England to developing their system for tracing and protecting people and the one here, which was genuinely co-created with local stakeholders and customers; the same with the shielding initiative. Both of those took a little bit longer to develop as a result, but, once co-created, they had buy-in from all of those stakeholders and customers involved”.¹⁰⁹

The “implementation gap”

144. The Future Generations Commissioner believes there is “an implementation gap between the aspiration set out by Welsh Government in policy and legislation and its commitment to drive and resource delivery on the ground.”¹¹⁰ We asked public bodies and stakeholders whether they agreed.

145. The Head of Policy and Advocacy at WWF Cymru explained that the third sector organisations that had been working on sustainable development had “high expectations of the impact of the Act” and though they “thought that would happen rather quickly”, that was not the case.¹¹¹

146. The Commissioner agreed, adding that “we got off to quite a slow start at the beginning of the Act coming into force. We weren’t really seeing that very clear political leadership around the Act, and therefore it wasn’t really flowing down into the civil service and so on.”¹¹²

147. That sentiment was generally shared by representatives of many public bodies. Although the Act regularly featured in the Government’s headline messaging and policy intent, concerns were raised about whether that

¹⁰⁹ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 184

¹¹⁰ Written evidence, [FGA33 Future Generations Commissioner](#).

¹¹¹ Public Accounts Committee, ‘[Record of Proceedings, 14/12/20](#)’, paragraph 226

¹¹² Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 27

translated to implementation. An Aneurin Bevan University Health Board (ABUHB) official told us:

“Sometimes, there’s a sense that the relationships are shown at the start of a policy, and they’re mapped out in the introduction in the policy section, but then, when it comes to the follow-through on that and the implementation and the monitoring, the positioning of the Act becomes weaker.”¹¹³

148. We asked the Permanent Secretary whether she felt there was an implementation gap:

“[...] I do believe that there is a very strong pride in and commitment to the Act across the whole of the civil service, but inevitably there will be best practice in some areas that we need to turn into standard practice. So, that’s what we’re looking at— where is there best practice” [...]¹¹⁴

149. She went on to stress that “both the First Minister and his Cabinet are very clear about the requirements of the Act, and fully committed to making them a reality.”¹¹⁵ The Act is a “framework for how we use all our existing resources” rather than an add-on or a sideshow.¹¹⁶

Monitoring and assessing national progress

150. The Welsh Government’s statutory role also includes monitoring and assessing national progress towards the well-being goals. Under section 10 of the Act, the Welsh Government must publish national indicators and milestones to measure national progress towards the well-being goals. There are no timescales in the legislation setting out when they must do so.¹¹⁷

¹¹³ Public Accounts Committee, ‘[Record of Proceedings, 11/01/21](#)’, paragraph 150

¹¹⁴ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 219

¹¹⁵ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 201

¹¹⁶ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 233

¹¹⁷ Legislation.gov.uk, ‘[Well-being of Future Generations \(Wales\) Act 2015: Section 10](#)’, viewed on 18 February 2021

151. The Welsh Government can choose what form the indicators take, over what period they apply, and how often they should be revised. The purpose of the milestones is to break down the journey towards the national indicators to make it easier to measure progress towards them. The Welsh Government set 46 indicators in 2016,¹¹⁸ but, despite publishing a consultation on the milestones in January 2019¹¹⁹ and committing to a further update in autumn 2019,¹²⁰ none have been set.

152. We heard that this was typical of Welsh Government's "painfully slow" progress¹²¹, particularly during the early years.

153. Colegau Cymru believed the Welsh Government should review the current indicators in light of the pandemic:

"Considering the huge challenges the country has faced over the last eight months due to the pandemic, it would be timely to review the current indicators and assess whether they are still the most useful ones, and likewise, whether there is any scope for reduction and simplification."¹²²

154. On 19 February 2021, not three weeks after the Permanent Secretary and her officials appeared before our Committee, Jane Hutt MS, Deputy Minister and Chief Whip set out in a written statement that:

- the pandemic should "lay the foundations for a sustainable future";
- the Welsh Government was "in a position to start work on the Future Trends Report, restart the important work on the development of

¹¹⁸ Welsh Government, '[Written Statement - How to measure a nation's progress? - The national well-being indicators for Wales](#)', 17 March 2016, viewed on 16 February 2021

¹¹⁹ Welsh Government, '[Measuring our nation's progress](#)', January 2019, viewed on 16 February 2021

¹²⁰ Welsh Government, '[Written Statement: How do we assist Welsh Ministers in measuring a nation's progress? - Proposals for developing a set of national milestones for Wales](#)', 17 July 2019, viewed on 16 February 2021

¹²¹ Written evidence: [FGA06 Oxfam Cymru](#)

¹²² Written evidence: [FGA21 Colegau Cymru](#)

National Milestones for Wales and make some small changes to the National Indicators”;

- the Welsh Government had published a roadmap for 2021¹²³ “setting an accelerated timescale for delivery”; and
- a cross sector stakeholder advisory forum had been established to:
“gather stakeholder perspectives on key issues, opportunities and barriers to the implementation of the WFG Act; share innovative practice; and, provide a mechanism for discussion between Government and stakeholders on key matters relating to further implementation of the WFG Act.”¹²⁴

155. These commitments touch on many of the concerns raised by the those who contributed to our inquiry, which we put to the Permanent Secretary in Committee on 1 February 2021.¹²⁵ The timetable associated with the announcement anticipates that the milestones and the revised national indicators will be laid in the Senedd no later than December 2021.¹²⁶

How the Act feeds into policy development

156. Clearly, the Welsh Ministers themselves must embed sustainable development within their own portfolios if this Act is to be reflected all areas of Government policy. The Welsh Government Civil Service has a key role to play in advising Ministers on policy development. Therefore, we would expect the Act to be embedded in the Welsh Government Civil Service’s policy development process.

¹²³ Welsh Government, ‘[Future Trends, National Indicators and National Milestones: Consolidated plan for 2021](#)’, 19 February 2021, viewed on 22 February 2021

¹²⁴ Welsh Government, ‘[Written Statement: Shaping Wales’ Future: Delivering National Well-being Milestones and National Well-being Indicators and a report on Wales’ future](#)’, 19 February 2021, viewed on 22 February 2021

¹²⁵ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’

¹²⁶ Welsh Government, ‘[Future Trends, National Indicators and National Milestones: Consolidated plan for 2021](#)’, 19 February 2021, viewed on 22 February 2021

157. Once again, we heard from many that this was not always the case, particularly during the years immediately after the Act was passed. WWF Cymru pointed us to their 2017 investigation, which concluded that the Welsh Government’s response to the Act found that “there is little evidence as yet that the [Act] frame is driving policy development”.¹²⁷

158. The Chief Executive and Librarian of the National Library argued that this was still the case. He told us that “It’s difficult to see where the policy of the Government in relation to culture and a thriving Welsh language is aligned with the requirements of the Act at present.”¹²⁸ Coleg Gwent and Inspire Training students agreed, arguing that the education system is too target-driven, and fails to recognise the importance of creative skills and subjects that are crucial to achieving a culturally vibrant Wales.¹²⁹

159. The Future Generations Commissioner put it particularly bluntly:

“[...] when you start getting different bits of guidance and policy coming from Welsh Government, which doesn’t link to the thing that they’ve created in statute over here and that takes us off in a different direction, that is where the whole thing starts to be undermined.”¹³⁰

160. Not all public bodies agreed. The Chief Executive of Pembrokeshire Coast National Park Authority told us that “the Act has a prominent place in policy and the work of the Government.”¹³¹ Velindre University NHS Trust asserted that the Welsh Government has “really good legislation, good policy makers who are trying to do the right thing [...] I think Government, in fairness to them, are getting much better at it and I think we’re getting far clearer policy.”¹³²

161. We asked the Permanent Secretary how the policy development process works in practice. She explained the Welsh Government has “built in systems

¹²⁷ Written evidence: [FGA58 WWF Wales](#)

¹²⁸ Public Accounts Committee, ‘[Record of Proceedings, 25/01/21](#)’, paragraph 92

¹²⁹ Written evidence: [Delivering for future generations: the story so far. Summary of engagement with young people](#)

¹³⁰ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 90

¹³¹ Public Accounts Committee, ‘[Record of Proceedings, 25/01/21](#)’, paragraph 270

¹³² Public Accounts Committee, ‘[Record of Proceedings, 11/01/21](#)’, paragraph 152

and guidance structures to make it natural to apply the five ways of working and to consider the contribution that any given policy will make to the well-being goals.” Templates for advice for Ministers now include a section on how the advice will “help embed and implement the well-being of future generations Act, bringing it to the attention of policy advisers at crucial stages throughout the policy development process.”¹³³

162. The Permanent Secretary assured us that “the First Minister and his Ministers are very strongly committed to the Act. They show real leadership. They are demanding of us in respect of the future generations context in developing policy.”¹³⁴

163. We pushed the Permanent Secretary for an example of when officials have needed to challenge a Minister about a policy proposal being inconsistent with the Act. We were surprised that she could not think of one. On the contrary:

“[...] to be honest, it’s more the opposite that I can point to, where I can see that the way that policy has been developed has been very much accelerating the development of the five ways of working and delivering the Act.”¹³⁵

164. The Permanent Secretary explained that the Welsh Ministers were “instinctively committed to the Act” and that “some really difficult policies have benefited from and been driven by the five ways of working.”¹³⁶

165. Given the assurances we received from the Permanent Secretary about the commitment of the Welsh Ministers to the Act, we would expect to hear from public bodies and stakeholders that the policy landscape was overwhelmingly consistent with the Act’s principles. This was not the case.

¹³³ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 164

¹³⁴ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 188

¹³⁵ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 197

¹³⁶ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 201

The complex landscape of legislation and partnership bodies

A cluttered partnership landscape

166. A common criticism of the governance of public services in Wales is there are too many partnership arrangements. In January 2014, a commission tasked with examining all aspects of governance and delivery in the devolved public sector in Wales stated that “collaboration between public-sector organisations has been the defining theme of Welsh public-sector management since devolution. In part this reflects a principled choice in favour of co-operation rather than competition in service provision.”¹³⁷ However, the report went on to state that “the ways in which partnership structures had developed and grown was burdensome and over-elaborate”.¹³⁸

167. Since then, other legislation and policy has further complicated the partnership landscape. Some of the key partnerships include:

- The Social Services and Well-being (Wales) Act 2014 established Regional Partnership Boards.
- The Well-being of Future Generations (Wales) Act 2015 created Public Services Boards.
- Informal partnership boards have been created to make decisions relating to the funding from City and Growth Deals (which were confirmed between 2016-17).
- The Local Government and Elections (Wales) Act 2021 will create Corporate Joint Committees.

168. Concerns about the complexity of the partnership landscape in Wales in relation to the Act were raised when the Well-being of Future Generations

¹³⁷ Commission on Public Service Governance and Delivery, ‘[Summary Report](#)’, January 2014, page 21, viewed on 22 February 2021

¹³⁸ Commission on Public Service Governance and Delivery, ‘[Summary Report](#)’, January 2014, page 22, viewed on 22 February 2021

(Wales) Bill was being scrutinised by the Assembly in 2014.¹³⁹ These concerns persist.

¹³⁹ National Assembly for Wales Environment and Sustainability Committee '[Well-being of Future Generations \(Wales\) Bill Stage 1 Committee Report](#)', November 2014, page 13, viewed on 10 February 2021

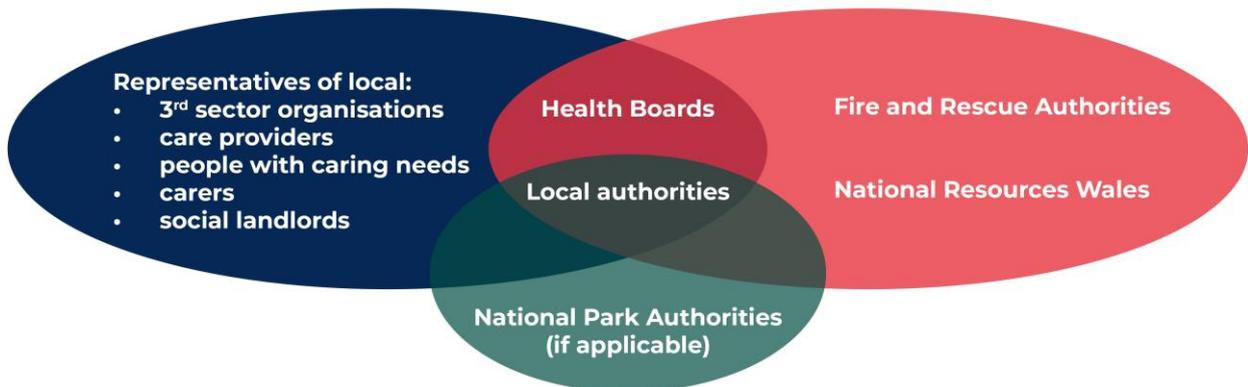
An overview of the membership, remit and core duties, and funding of Regional Partnership Boards, Public Services Boards and Corporate Joint Committees.

Partnership working in Welsh public services



*Based on current Government proposals. Details to be confirmed in regulations.

Membership



Remit and core duties



Funding



169. The Welsh Government, the Welsh Local Government Association, and the NHS Confederation carried out a joint review into strategic partnerships in Welsh public services. Their report, published in July 2020 (and which did **not** consider the additional impact of Corporate Joint Committees), highlighted concerns over an excessive number of partnerships and meetings; differences of opinion over the overlapping functions of some boards; and lack of alignment of the partnerships' footprints. The review did not conclude that any specific partnership body should be abolished. However, it recommended the following:

- No new partnerships should be established without considering whether an existing partnership can deliver the required outcome.
- No new functions should be given to existing partnerships without considering what obligations can be reviewed or removed or what additional resources may be required.
- The Welsh Government should provide more guidance to Chairs and clarify what flexibilities are able to review their own arrangements.¹⁴⁰

170. In her 2020 report, the Future Generations Commissioner recommended that the Welsh Government should stop “complicating an already complex landscape”.¹⁴¹ The Auditor General’s 2020 report raised similar concerns, both about the complexity of the partnership landscape and inconsistencies in how they are funded and resourced.¹⁴²

171. During this inquiry, we heard more concerns raised from public bodies and stakeholders about the complexity of the partnership landscape in Wales than any other issue. The Auditor General for Wales (Auditor General) summed up the position:

¹⁴⁰ Welsh Government, Welsh Local Government Association and the NHS confederation, '[Review of Strategic Partnerships](#)', July 2020, viewed on 10 February 2021

¹⁴¹ Future Generations Commissioner for Wales. '[The Future Generations Report 2020](#)', May 2020, page 125, viewed on 12 January 2021.

¹⁴² Auditor General for Wales, '[So, what's different?](#)', pages 8 and 38 to 39, May 2020, viewed on 10 February 2021

“I think that the diagnosis of the issue that we have is clear. We’ve had numerous reviews and examinations of the partnership landscape, and, fundamentally, they all say the same thing— that it’s too complicated.”¹⁴³

172. We were told of confusion about how partnerships interact and make decisions; inconsistent budget and resourcing arrangements; different and competing priorities across partnerships and member organisations; overlapping – but misaligned – geographical footprints; to name just a few issues. As the Future Generations Commissioner explained:

“The complex landscape is a huge, huge problem. So, we keep layering new boards and bodies, which makes it difficult for implementation on the ground. We haven’t yet completely nailed our performance management approach, so we’re still managing performance or analysing performance on the basis of short-term performance measures.”¹⁴⁴

173. Given that concerns about the complexity of the partnership landscape in Wales in relation to the Act have been raised regularly since 2014, we wanted to discuss with the Permanent Secretary recent policy decisions taken by the Welsh Government – notably in relation to Corporate Joint Committees. She said:

“[...] there are fundamental differences between corporate joint committees and the other bodies that we have. They are intended to be a vehicle for regional collaboration between local authorities, and the intention is to build on existing, successful regional arrangements and provide the basis for those to evolve.”¹⁴⁵

174. We were told that with Corporate Joint Committees:

“We will have three very, very significant parts of local and national policy, so that’s transport, land-use planning, including housing, and

¹⁴³ Public Accounts Committee, ‘[Record of Proceedings, 14/12/20](#)’, paragraph 110

¹⁴⁴ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 69

¹⁴⁵ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 203

economic development brought together in a single governance structure”.¹⁴⁶

175. A Welsh Government official told us “there were Ministers who would have said [...] ‘Do we really need this?’” but that the arguments in favour of creating the new structures were convincing.¹⁴⁷ We heard from the Welsh Government that, ultimately, Corporate Joint Committees might even replace some of the other collaborative structures:

“[...]in the longer term, we would envisage some of those other partnerships, some of those other structures, becoming redundant, actually, because the CJsCs will be taking a much more powerful overview— and a much wider overview as they settle in— that will begin to pick up some of that work of the other partnerships.”¹⁴⁸

Contradictory or burdensome legislative requirements

176. As well as hindering collaboration, we also heard that it can be challenging for public bodies to understand and discharge their responsibilities, which are sometimes contradictory. The Future Generations Commissioner told us about the: “bureaucratic infrastructure [...] I still don’t think the Government have really got a grip of that means that we are taking people away from implementing the Act [...]”.¹⁴⁹

177. The Auditor General noted that both the Social Services and Well-being (Wales) Act 2014 and the Environment (Wales) Act 2016 touch on planning policy. However, in some ways they do not align with the Well-being of Future Generations (Wales) Act 2015.¹⁵⁰

178. An official from ABUHB told us about what she calls the “parallel universes of performance” and argued for much stronger integration of objectives under

¹⁴⁶ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 208

¹⁴⁷ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 214

¹⁴⁸ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 214

¹⁴⁹ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 69

¹⁵⁰ Public Accounts Committee, ‘[Record of Proceedings, 14/12/20](#)’, paragraph 8

this Act with other performance measures.¹⁵¹ The Chief Executive of Powys County Council stressed how challenging the situation is for local authorities:

“[...] with local government our services are so wide, we are subject to so much legislation [...] sometimes the different legislation require different partnership arrangements, they bring with them different governance, they bring different funding pots and, often, will have different lead organisations, and so, for me, that is where some of the complexity and disconnect tends to come in.”¹⁵²

179. Even if the requirements are well-understood, it is still a lot of work for public bodies to fulfil them. A Powys County Council officer explained how burdensome the regulatory and reporting framework can be:

“[...] we have to do our annual performance report; we have to do a public services board annual performance report; we have to do a regional partnership board annual report; the director of social services has to do an annual council reporting framework report; we do an annual governance statement and there are others. And in each of those reports, there is absolute alignment [...] if you did one assessment that you could align the public services to, one delivery plan and one set of reporting, with that, in itself, you’d have alignment of resource to a set of priorities that everyone could sign up to and deliver.”¹⁵³

180. We heard similar views repeated across our evidence gathering, from public sector bodies, PSBs and from third sector organisations.

181. We asked the Welsh Government whether the legislative landscape was contradictory and burdensome, an official reminded us that PSBs can come together to form larger, regional Boards if they want to. He pointed to five boards in Gwent that are currently considering merging into a single PSB. However, he

¹⁵¹ Public Accounts Committee, ‘[Record of Proceedings, 11/01/21](#)’, paragraph 104

¹⁵² Public Accounts Committee, ‘[Record of Proceedings, 18/01/21](#)’, paragraph 166

¹⁵³ Public Accounts Committee, ‘[Record of Proceedings, 18/01/21](#)’, paragraph 250

acknowledged that Welsh Government could do more to explain to partnerships the flexibilities they currently have.¹⁵⁴

Remit letters

182. The Welsh Ministers issue remit letters to Welsh Government Sponsored Bodies annually to set out the strategic priorities that they should deliver with the funding that they have been allocated. Remit letters can include high-level objectives relating to the bodies' core purpose. They can also set out specific objectives for the sponsored bodies that relate to distinct projects or in response to identified policy concerns.

183. We heard from some public bodies the remit letters they receive from the Welsh Government do not integrate well with the principles of the Act, and framing remit letters around the five ways of working, or alongside the objectives of other public bodies or government departments, would be helpful.¹⁵⁵

184. The Future Generations Commissioner agreed, suggesting remit letters do not currently require organisations to use funding within the framework of the Act.¹⁵⁶

185. We heard that the Welsh Government – with input from the Commissioner – was working to make its remit letters “more strategic” and “based entirely around the five ways of working, so that, rather than having it as part of a remit letter how you’re doing with the Act, the entire remit letter is going to reflect the way the Act works.”¹⁵⁷

¹⁵⁴ Public Accounts Committee, [‘Record of Proceedings, 01/02/21’](#), paragraphs 250 and 252

¹⁵⁵ Public Accounts Committee, [‘Record of Proceedings, 25/01/21’](#), paragraphs 87 and 96

¹⁵⁶ Public Accounts Committee, [‘Record of Proceedings, 01/02/21’](#), paragraph 49

¹⁵⁷ Public Accounts Committee, [‘Record of Proceedings, 01/02/21’](#), paragraph 256

Public bodies that are not currently subject to the Act

186. Currently, 44 public bodies are subject to the Act.¹⁵⁸ The Welsh Ministers can amend the public bodies that are subject to the Act, by regulations.

187. In his 2020 statutory report, the Auditor General recommended that “The Welsh Government considers whether additional public bodies should be designated by Order to be subject to the Act.”¹⁵⁹ In his letter to the Committee dated 15 January 2021, he stated:

“[...] delivering on the Act requires a whole-system approach. If public bodies are going to improve the social, economic, environmental and cultural well-being of Wales it needs to be a co-ordinated effort.”¹⁶⁰

188. He added since the Act was passed in 2015, there are new public bodies that could be considered for being subject to the Act. They include Health Education and Improvement Wales, Social Care Wales, and the Welsh Revenue Authority. There are also bodies that existed in 2015 that may merit inclusion, such as the Welsh Ambulance Service NHS Trust. The letter also notes some potential anomalies. For example, the possibility of NHS Wales Informatics Service being moved from its current hosts - Velindre NHS University Trust, which is subject to the Act - to a newly proposed body which is not.¹⁶¹

189. We asked the Future Generations Commissioner whether additional public bodies should be made subject to the Act:

“It makes sense to me for the whole of the public sector to be covered by the future generations Act. Do we want another set of however

¹⁵⁸ Legislation.gov.uk, ‘[Well-being of Future Generations \(Wales\) Act 2015: Section 6](#)’, viewed on 23 February 2021

¹⁵⁹ Auditor General for Wales, ‘[So, what’s different?](#)’, May 2020, page 51, viewed on 23 February 2021

¹⁶⁰ Auditor General for Wales, ‘[Letter to Public Accounts Committee Chair: Barriers to the successful Implementation of the Well-being of Future Generations \(Wales\) Act 2015. 15 January 2021](#)’, viewed on 15 February 2021

¹⁶¹ Auditor General for Wales, ‘[Letter to Public Accounts Committee Chair: Barriers to the successful Implementation of the Well-being of Future Generations \(Wales\) Act 2015. 15 January 2021](#)’, viewed on 15 February 2021

many plans, well-being assessments, various other things? Not necessarily.”¹⁶²

190. We put the same question to the Permanent Secretary. She reminded us that subjecting additional public bodies to the Act would require a change to the regulations, and that “it is always open to bodies to follow the requirements of the Act, and what we’re finding is that a number of them already do that. So, they can apply the Act to themselves without formally having the Act applied to them, if you like”.¹⁶³

191. She went on to note such public bodies can be given guidance by the Welsh Ministers, but that “a number of our arm’s-length bodies, like Transport for Wales and South Wales Police, have decided that they’re going to follow the spirit of the legislation, even though it doesn’t directly apply to them.”¹⁶⁴

Our view

An overview of progress since 2015

192. Despite all the positive rhetoric surrounding the Bill as it passed through the Assembly, the evidence that we have heard indicates that the Welsh Government was slow to translate the principles of the Act into a tangible shift in government thinking.

193. We believe that the Welsh Government did not show sufficient commitment to the Act in the first few years after it was passed. This set the tone for the rest of the public sector. The Welsh Government failed to convince public bodies, and indeed the public, that this legislation should drive real change to how public services are designed, developed and delivered. Consequently, public bodies did not begin the process of embedding culture change quickly enough, resulting in slow collective progress.

Conclusion 9. The Welsh Ministers were slow to implement and promote the Act in the years immediately after it was passed. Consequently, the Welsh civil

¹⁶² Public Accounts Committee, ‘[Record of Proceedings. 01/02/21](#)’, paragraph 94

¹⁶³ Public Accounts Committee, ‘[Record of Proceedings. 01/02/21](#)’, paragraph 258

¹⁶⁴ Public Accounts Committee, ‘[Record of Proceedings. 01/02/21](#)’, paragraph 262

service did not implement the Act well enough internally and did not make it clear to public bodies that it expected them to do so too. This has been a fundamental barrier to implementation, the impact of which is still evident across the public sector today.

194. However, we are pleased to see that some tangible progress has been made since then. Stakeholders and public bodies told us that they sensed a shift in the Government's thinking towards the principles of the Act. As we have noted, some changes have been made to governance structures within the Welsh Government, and there seems to be more focus on sustainable development within the policy development process.

Conclusion 10. Despite a slow start, the Welsh Government has made tangible progress in adopting the Act since around 2017. We welcome the emphasis that the First Minister and the Permanent Secretary have placed on the importance of implementing the Act successfully and are encouraged by structural changes made in pursuit of the Act and awareness raising activities within the Welsh Government.

195. However, we are still unconvinced that the Act is sufficiently embedded across the Welsh Government Civil Service. We were very surprised to hear, amongst all the advice and challenge that is given to Ministers, that the Permanent Secretary could not identify one instance of where officials had challenged Ministers on consistency of policy with this Act.

196. We found this even more surprising in the context of Corporate Joint Committees. Most public bodies and stakeholders that contributed to this inquiry raised concerns about the number of partnerships in Welsh public services, as did the Commissioner, the Auditor General, a Government-led review and, potentially, even some Ministers.¹⁶⁵ Nevertheless, the Welsh Government Civil Service still did not question whether the creation of a new partnership body might undermine the Act. Recommendations 9 and 10 below consider the complexity of partnership arrangements in Welsh public services.

¹⁶⁵ Public Accounts Committee, 'Record of Proceedings, 01/02/21', paragraph 214

197. We recognise that the Government's response to the pandemic has been shaped by the kind of collaborative and integrated thinking prescribed by the Well-being of Future Generations Act. We welcome this and hope that this reflects culture change within the organisation, rather than a happy coincidence.

198. As a matter of ongoing concern, we feel that it is too early to draw conclusions about the Welsh Government's response to the pandemic. We are sure, however, that these issues will be revisited by the Public Accounts Committee and other relevant committees as part of their work on the pandemic in the Sixth Senedd.

Restating commitment to this Act

199. We believe that the Welsh Government needs to restate its expectations of public bodies. This is more critical as we recover from Covid-19 than ever before. We believe that the Welsh Government should prioritise action in three, specific areas to lay the foundations for success over the next five years:

- 1.** National Indicators and milestones.
- 2.** Reviewing the public bodies subject to the Act.
- 3.** Remit letters.

National Indicators and Milestones

200. We believe the national indicators and milestones are crucial for measuring the successful implementation of this legislation. They will make it clear to public bodies that this Act is important to the Government. They will also clarify for public bodies and the public what the Welsh Government expects to achieve and by when. We welcome the recent statement from the Deputy Minister and Chief Whip confirming the Welsh Government's commitment to progressing this body of work forwards.¹⁶⁶

¹⁶⁶ Welsh Government, [Written Statement: Shaping Wales' Future: Delivering National Well-being Milestones and National Well-being Indicators and a report on Wales' future](#), 19 February 2021, viewed on 22 February 2021

RECOMMENDATION

Recommendation 5. The Welsh Government must continue with plans to set and publish milestones as required by section 10 of the Well-being of Future Generations (Wales) Act 2015 no later than six months after the 2021 Senedd election.

201. We agree with Colegau Cymru that the Government should carry out a review of the national indicators in light of the pandemic. The context within which public services will be delivered over the next five years is fundamentally different to when the indicators were first published in 2016. The Government is right to commit to doing so, as the Deputy Minister and Chief Whip set out on her February 2021 statement and associated roadmap. In doing so, we urge the Welsh Government to take the time to consult public bodies, the public and the many voluntary and private sector organisations that have so much to contribute to this legislation and to the pandemic recovery. As a first step to a sustainable recovery from Covid-19, it is vital that the Government gets this crucial piece of work right.

RECOMMENDATION

Recommendation 6. The Welsh Government must continue with plans to review and publish revised national well-being indicators no later than six months after the 2021 Senedd election. The review should recognise the challenges and opportunities presented by the Covid-19 pandemic and take into account the views of public bodies, the public, and key stakeholders of the private and voluntary sectors.

Reviewing the public bodies subject to the Act

202. As we look at the list of 44 bodies currently subject to the Act, alongside other bodies that are not, we are not convinced that there is a clear and obvious rationale for the exclusion of some and inclusion of others.

203. We are also not convinced by the argument that public bodies who are not subject to the Act can realistically be expected to adopt it voluntarily.

204. This is not to say that we necessarily believe more public bodies should be subject to the Act. That is a policy matter for the Welsh Government. We are also conscious of the monitoring, auditing and reporting requirements that come with being added to that list.

205. However, we believe that a review of the public bodies that should fall under this Act is timely, and would contribute to the body of work restating the Welsh Government's commitment to this legislation. We believe public bodies' implementation of this Act depends on confidence that there is a consistency and logic about how the legislation is implemented, and by whom.

RECOMMENDATION

Recommendation 7. The Welsh Government must carry out a review of the public bodies that are subject to the Act. The findings of that review should be implemented in sufficient time for any newly added public bodies to receive their funding allocations and associated remit letters for the 2022-23 financial year. The review should:

- take into account the impact on the implementation of the Act at a national level that including/omitting any particular public body would have;
- acknowledge that the inclusion of any additional public bodies will result in additional reporting, monitoring and auditing requirements that will inevitably have financial/resourcing implications;
- clearly set out the expectations of public bodies that are not formally subject to the Act in relation to sustainable development, and how those expectations will be monitored and enforced; and
- clearly set out the criteria against which inclusion/exclusion decisions were made and the process or timeframes by which future reviews will be initiated.

Remit letters

206. We have heard throughout this inquiry of the importance of aligning funding and strategic priorities for public bodies with the principles of the Act.

We recognise that some elements of the funding allocation process are not entirely within the Welsh Government's control (for example, the total funding allocated to Wales from the UK Government in the form of the Welsh Block Grant, or its corresponding funding cycles). However, the Welsh Government does have control over the content of the remit letters that it issues to sponsored bodies.

207. We welcome the Welsh Government's intention to review the format of remit letters with a view to framing them around the five ways of working. This is a very positive step. We look forward to reviewing the newly framed remit letters when they are issued to public bodies.

RECOMMENDATION

Recommendation 8. The Welsh Government must continue with plans to frame remit letters around the Well-being of Future Generations (Wales) Act 2015, following consultation with the Future Generations Commissioner. The new remit letters should be in use no later than in relation to the 2022-23 financial year.

Clarifying the complex landscape of partnership bodies

208. We note that the 2020 'Review of Strategic Partnerships' led by the Welsh Local Government Association and the Welsh Government did not conclude that any specific partnership bodies should be abolished (although, we also note that this review did not consider the impact of Corporate Joint Committees).¹⁶⁷ We did not hear any significant calls for specific partnership bodies to be abolished during our inquiry.

209. However, it was obvious from the evidence we heard that, overall, public bodies think that there are too many partnership structures. Even if they have found ways to navigate them, the legislative landscape is claustrophobic, with

¹⁶⁷ Welsh Government, Welsh Local Government Association and the NHS confederation, '[Review of Strategic Partnerships](#)', July 2020, viewed on 10 February 2021

mixed messages, different interpretations of key concepts across different Acts, and conflicting performance measures.

210. We also note that, as the Well-being of Future Generations (Wales) Bill passed through the Assembly, the Welsh Government implied that there could be significantly fewer than 22 Public Services Boards, reducing their collective bureaucracy. Although three pairs of PSBs have merged, leaving 19 PSBs in total, this is still significantly more than the 11 or 12 that were mentioned during a Plenary debate in 2014.¹⁶⁸

Conclusion 11. The complex and bureaucratic landscape of partnership bodies and plethora of legislative and reporting requirements has made it more difficult for public bodies to adopt this Act and has, at times, actively disincentivised it.

211. We cannot reiterate strongly enough the calls from the Future Generations Commissioner, the Auditor General for Wales, the Welsh Government/Welsh Local Government Association review and others that no new partnership structures should be created without fully exploring whether existing structures can fulfil the required functions.

RECOMMENDATION

Recommendation 9. The Welsh Government must not create any new partnership or collaborative structures to fulfil any functions unless it has fully explored whether:

- existing partnership structures could undertake those functions instead;
- the new structure could replace existing ones;
- the functions can be carried out by existing public bodies; and

¹⁶⁸ Senedd Cymru, 'Record of Proceedings: Plenary, 08/07/14', page 45, viewed on 2 March 2021

- after consultation with public bodies affected by the proposed changes, can demonstrate support for the new structures from a majority of public bodies affected by them.

212. We were interested to note that the Welsh Government envisaged that Corporate Joint Committees may lead to other partnership structures becoming redundant. This raises important questions for public bodies, particularly those which contribute to the work of existing partnership structures. The evidence we have received has led us to support the simplification of the partnership landscape. We are, therefore, broadly supportive of the steps hinted at by the Welsh Government. However, these steps must be taken openly, transparently, and after full consultation with public bodies themselves.

213. The Welsh Government acknowledged that more could be done to set out to the various partnership structures the degree of flexibility they have to organise themselves more efficiently.¹⁶⁹ We believe that this guidance could be extended to clarify where reporting and other compliance arrangements could be consolidated to reduce the administrative burden on member organisations.

RECOMMENDATION

Recommendation 10. The Welsh Government must publish guidance no later than six months after the next Senedd election that sets out:

- how the work of Regional Partnership Boards, Public Services Boards, Corporate Joint Committees, alongside other major partnership structures, interact with each other within the framework of the Well-being of Future Generations (Wales) Act 2015, with examples of good practice;
- what flexibility partnerships have to make decisions to better and more efficiently organise themselves;

¹⁶⁹ Public Accounts Committee, 'Record of Proceedings, 01/02/21', paragraph 207

- where partnerships and organisations can take action to simplify or consolidate the governance and reporting structures to reduce repetition and duplication; and
- the Welsh Government's view of the landscape of partnership structures over the next reporting period (2020-25), including any proposals to abolish or consolidate those structures.

6. Other barriers

In this chapter, we pick up other potential barriers to implementation since 2015. These issues are cross-cutting, feed into the barriers considered elsewhere in this report, and provide additional context that provide further insight into the progress made in implementing the Act across the public sector.

Covid-19

The impact on public bodies to date

214. We asked public bodies whether they felt that the pandemic had affected their implementation of the Act since the outbreak of Covid-19 in early 2020. We were told about the financial and resourcing impact of the pandemic, and its impact on public bodies' work. We heard Covid-19 has:

“[...] meant delays in delivering some of our priority work streams that we'd had before, whether we're dealing with the front-line issues of COVID or whether we're dealing with staff absences or supporting our staff working at home and home schooling and so on”.¹⁷⁰

215. The Interim Director of the Welsh Blood Service agreed, explaining :

“I'm in a position where keeping the wheels on the bus currently is quite hard within a COVID environment, and then bringing people into a conversation about future well-being in the middle of a pandemic is difficult to do.”¹⁷¹

216. We were also told that the voluntary sector is facing particularly acute challenges. Wales Council for Voluntary Action told us that “Covid-19 has seen

¹⁷⁰ Public Accounts Committee, [Record of Proceedings, 25/01/21](#), paragraph 170

¹⁷¹ Public Accounts Committee, [Record of Proceedings, 11/01/21](#), paragraph 131

the income of many organisations fall sharply, leading to a decrease in service provision and cuts in staff numbers.” It argues that this will impact on the voluntary sector’s capacity to implement the Act.¹⁷²

217. However, for many, Covid-19 has accelerated the adoption and implementation of the Act. National Museum Wales told us about how they have been working in new ways with health boards during Covid-19.¹⁷³ Velindre University NHS Trust told us about innovations in radiotherapy, working alongside cancer patients, and renewed collaboration with patients in relation to convalescent plasma.¹⁷⁴ Natural Resources Wales told us about new opportunities for public bodies and PSBs to work alongside the third sector to take advantage of communities’ support for vulnerable people.¹⁷⁵

218. The Pembrokeshire Together for Change Programme stated that:

“Covid-19 has a ‘silver lining’ that is pushing to the fore the need for the sectors to work together in a co-productive way, and one that is inclusive and cognisant of the needs of local communities [...] Barriers to the implementation of the Act do exist, but we have seen those barriers starting to break down in Pembrokeshire [...] progress and change are no longer options.”¹⁷⁶

219. We were encouraged to hear that the pandemic has led to a shift, or acceleration, in the Welsh Government’s own implementation of the Act. The Future Generations Commissioner told us about the Welsh Government’s budget improvement plan, which sets out how Welsh Government expenditure aligns with its well-being objectives within the context of the pandemic. Even so, she cautioned her optimism with encouragement for the government to “step up the pace” and make the plan “more purposeful”.¹⁷⁷

¹⁷² Written evidence: [FGA17 Wales Council for Voluntary Action](#)

¹⁷³ Public Accounts Committee, ‘[Record of Proceedings, 25/01/21](#)’, paragraph 18

¹⁷⁴ Public Accounts Committee, ‘[Record of Proceedings, 11/01/21](#)’, paragraph 14

¹⁷⁵ Public Accounts Committee, ‘[Record of Proceedings, 25/01/21](#)’, paragraph 171

¹⁷⁶ Written evidence: [FGA27 Pembrokeshire Together for Change Programme](#)

¹⁷⁷ Public Accounts Committee, ‘[Record of Proceedings, 11/01/21](#)’, paragraphs 123 and 124

220. The Permanent Secretary said the pandemic had led to the “strengthening and embedding of the well-being of future generations approach to policy making and implementation”. She noted the structural changes within the Welsh Government that align with the Act, before concluding that “the virus has accelerated a natural development of our approach to the five ways of working, and it’s really helping to embed the Act in the way that we do things in the Welsh Government.”¹⁷⁸

Recovery from Covid-19: looking to the future

221. We have heard from many that the pandemic is an opportunity for Wales to rebuild its public services sustainably. The Chief Executive of Isle of Anglesey County Council told us:

“In my opinion, the Act now, in emerging from COVID, is more important than ever before. It’s more important because you want a prosperous Wales, a resilient Wales, a healthy Wales, a more equal Wales, and I think that those are core principles not only for Wales, but for every country throughout the world. We’ve learned a lot of lessons and that’s what we want as a nation as we emerge from the pandemic. The way to do that with fewer resources is that we all have to work together, and the Act’s five ways of working are more important than ever post COVID.”¹⁷⁹

222. The Future Generations Commissioner agreed, telling us that “the Act should be front and centre, in terms of the Welsh Government’s response and, I suppose, reconstruction, post pandemic”.¹⁸⁰ She told us she was “pleased” that the Welsh Government’s policy approach has reflected the five priority areas for reconstruction that she and her office have outlined.¹⁸¹

¹⁷⁸ Public Accounts Committee, ‘[Record of Proceedings, 11/01/21](#)’, paragraphs 146 - 148

¹⁷⁹ Public Accounts Committee, ‘[Record of Proceedings, 18/01/21](#)’, paragraph 130

¹⁸⁰ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 12

¹⁸¹ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 12

223. The Permanent Secretary told us that “[...] the virus has accelerated a natural development of our approach to the five ways of working, and it’s really helping to embed the Act in the way that we do things”.¹⁸²

224. However, we were reminded by many of the challenges that will face the Welsh public service as it looks to recover from Covid-19, many of which were present before the pandemic. Coleg Gwent and Inspire Training students stated that “A lot of Wales is poor, more opportunities are needed and offered to those living in poverty”. The students went on to raise concerns over the impact of racial bias, class barriers and poverty on pursuit of a ‘more equal Wales’.¹⁸³

225. For some, these trends have been exacerbated by the pandemic. A National Museum Wales official told us that Covid-19 has “cast a lightning sheet across the landscape in Wales, of poverty, exclusion, all the social challenges that we’re very well aware of [...]”.¹⁸⁴ Public Health Wales agreed, warning us that “COVID will have a much greater impact on the indirect broader harms of population health, early years, et cetera, than the infection in its own right”.¹⁸⁵

Our view: Covid-19

226. This inquiry was conducted as public bodies in Wales were focused on their immediate response to Covid-19. It is therefore not appropriate – and too early – for us to conclude whether the pandemic is a barrier to its implementation.

227. Covid-19 has clearly had a staggering impact on how public services are delivered. It has forced public bodies to collaborate and involve others in new ways and with unprecedented urgency. We were not surprised to hear from many public bodies that the pandemic had accelerated their adoption of the Act in some areas.

228. However, we were regularly reminded of the disastrous impact of Covid-19 not only for public health, but for educational inequality, joblessness,

¹⁸² Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 148

¹⁸³ Written evidence: [Delivering for future generations: the story so far. Summary of engagement with young people](#)

¹⁸⁴ Public Accounts Committee, ‘[Record of Proceedings, 25/01/21](#)’, paragraph 25

¹⁸⁵ Public Accounts Committee, ‘[Record of Proceedings, 25/01/21](#)’, paragraph 165

homelessness, poverty, etc. We are only too aware that addressing these issues is at the heart of long-term, integrated and preventative public services.

229. Although we do not underestimate the scale of the challenge ahead, public bodies must build their recovery from Covid-19 around the principle of this Act.

RECOMMENDATION

Recommendation 11. Public bodies subject to the Well-being of Future Generations (Wales) Act 2015 must ensure that the five ways of working are embedded in their plans for recovery from the Covid-19 pandemic. We recommend that any gains they have made in their immediate response to the pandemic are not lost, and that they shift their focus from the day-to-day to long-term and prevention.

The work of the Auditor General for Wales

230. The Auditor General's role under the Act is to examine public bodies to assess whether they have acted in accordance with the sustainable development principle when setting, and taking steps to meeting, their well-being objectives. The Auditor General must examine each of the 44 public bodies subject to the Act at least once in each 'reporting period'. In practice, this means that each public body is usually examined at least once every five years.

231. The Auditor General's report summarises that his role is to look at "the way public bodies have planned and carried out their work".¹⁸⁶ Or, as he told us in Committee:

"What we are effectively doing here is trying to audit organisational behaviour and culture, and that's a very different space for us to operate in, a very different space for any audit institution to operate in."¹⁸⁷

¹⁸⁶ Auditor General for Wales, '[So, what's different?](#)', May 2020, page 12, viewed on 15 February 2021

¹⁸⁷ Public Accounts Committee, '[Record of Proceedings, 14/12/20](#)', paragraph 24

232. The Auditor General’s 2020 report explains that Audit Wales’ approach to examining public bodies other than the Welsh Government during the first five years has been to carry out “detailed examinations of how the sustainable development principle has been applied in relationship to specific activities (‘steps’)”, alongside gathering information from its other local and national studies.¹⁸⁸ Audit Wales has generally examined one specific activity per public body (a ‘single step’ approach).

233. The Auditor General took different approach to the statutory examination of the Welsh Government. Unlike the ‘single step’ approach taken with other 43 public bodies subject to the Act, his 2019 report explains that “Given the breadth of the Welsh Government’s responsibilities, we selected a step led by a policy division in each of its three main groups”.¹⁸⁹ The Auditor General explained to us that this ‘three step’ approach was a reflection of the size and breadth of responsibilities of the Welsh Government.¹⁹⁰

234. We asked public bodies for their views about how the Auditor General has approached his work.

235. Swansea Council told us that there was “confusion/duplication between the roles of the FG Commissioner and Audit Wales”. It went on to note that the ‘single step’ examinations appear “contrived” and that a better approach would be to “examine the application of the Act in broad terms looking at value for money”.¹⁹¹

236. Others disagreed. The Chief Executive of Natural Resources Wales told us:

“[...] the auditor general and Audit Wales have come in and, I think, done a really useful piece of work looking at how it’s working and what the issues are, and I think that level of independent scrutiny and thought was very welcome. So, I would see [the roles of the Auditor

¹⁸⁸ Auditor General for Wales, ‘[So, what’s different?](#)’, May 2020, page 5, viewed on 12 February 2021

¹⁸⁹ Auditor General for Wales, ‘[Implementing the Well-being of Future Generations Act - Welsh Government](#)’, November 2019, page 7, viewed on 15 February 2021

¹⁹⁰ Public Accounts Committee, ‘[Record of Proceedings, 14/12/20](#)’, paragraph 18

¹⁹¹ Written evidence, [FGA07 Swansea Council](#)

General for Wales and the Future Generations Commissioner] as being very distinct [...]”.¹⁹²

237. The Chief Executive of Powys County Council agreed that Audit Wales’ work was valuable. She told us “when we receive reports from the auditor general or from some of the other inspectorates, we know that they’re on the way— we’ve worked with them on the content, we’ve been interviewed, we’ve had meetings with them, they’ve been observing our work.”¹⁹³ She added that “we’ve got excellent links with Audit Wales. They’ve got clearly designated officers working on different elements of the work with us. [...] their work certainly is effective and adds value.”¹⁹⁴

238. The Permanent Secretary said:

“[...] officials at all levels in the Welsh Government have regular contact with the auditor general and with his team. And we are very grateful for them. I see it as a very strong relationship— one that is certainly important to me and I hope is of value to them as well.”¹⁹⁵

239. She clarified that the Welsh Government had “very much welcomed his report as well, and previous reports that [he and the Future Generations Commissioner] have produced”. She added the Auditor General and the Commissioner had spoken to the senior leadership of the Welsh Government Civil Service and the Public Leaders’ Forum to improve understanding of the Act.¹⁹⁶

240. We asked the Auditor General about the different feedback we had received from public bodies about the single step examination approach. He explained that the purpose of the ‘single step’ approach was to “make sure that we engage with the operational reality of the business of different public bodies, rather than

¹⁹² Public Accounts Committee, ‘[Record of Proceedings, 25/01/21](#)’, paragraph 292

¹⁹³ Public Accounts Committee, ‘[Record of Proceedings, 18/01/21](#)’, paragraph 213

¹⁹⁴ Public Accounts Committee, ‘[Record of Proceedings, 18/01/21](#)’, paragraph 232

¹⁹⁵ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 278

¹⁹⁶ Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 278

staying purely at a corporate level.”¹⁹⁷ He added that it would not be practicable to offer a view on all of the services provided by each of the 44 public bodies.

241. We heard that the ‘single step’ approach had been developed with the public bodies. The purpose was to examine whether the Act was embedded throughout the organisation – from top to bottom.¹⁹⁸

242. We pushed the Auditor General on whether he felt that, with hindsight, taking the reverse approach would have been better: starting with a more strategic look at the corporate approach, before examining specific projects in detail at a later date once public bodies have had time to translate the legislation into real change at project delivery level.

243. The Auditor General was confident that he had taken the right approach. An Audit Wales official told us its survey of public bodies had asked “what they thought of the work we’ve done [...] overall, we’re broadly satisfied with the responses we got on that.”¹⁹⁹ The Auditor General suggested that “most public bodies feel as though we took appropriate steps to get to know and contextualise our work and understand their work [...] we can undoubtedly improve, this this is very, very novel territory for us as auditors as well as for public bodies.”²⁰⁰

244. In September 2020, Audit Wales consulted public bodies about how the Auditor General should approach his examinations during the second reporting cycle (2020-25). The consultation document set out that the Auditor General is minded to incorporate his examinations under this Act into his value for money and local audit work. It also proposed strengthening and expanding the co-ordination of his office with that of the Future Generations Commissioner.²⁰¹

245. The Auditor General explained that he hoped to “give greater focus to higher level corporate embedding of the ways of working, and look for evidence

¹⁹⁷ Public Accounts Committee, ‘[Record of Proceedings, 14/12/20](#)’, paragraph 18

¹⁹⁸ Public Accounts Committee, ‘[Record of Proceedings, 14/12/20](#)’, paragraph 19

¹⁹⁹ Public Accounts Committee, ‘[Record of Proceedings, 14/12/20](#)’, paragraphs 19 to 22

²⁰⁰ Public Accounts Committee, ‘[Record of Proceedings, 14/12/20](#)’, paragraph 24

²⁰¹ Auditor General for Wales, ‘[Delivering the Auditor General’s Examinations, 2020-25](#)’, September 2020, page 8, viewed on 16 February 2021

of genuine commitment at a senior level” as part of his next round of examinations.²⁰²

Our view: the work of the Auditor General for Wales

246. We were pleased to hear the (largely) positive views expressed by public bodies about the work of Audit Wales under this Act. Most of the public bodies and stakeholders we heard from understood the Auditor General’s role and believed that he and his office had undertaken it appropriately.

247. We were also encouraged that Audit Wales seem to have adopted many of the Act’s ways of working that they themselves are required to audit in others. In particular, we note the significant amount of effort that it has invested in working alongside public bodies to develop its audit strategy. We applaud this collaborative spirit, particularly during the Act’s first reporting cycle.

248. The five ways of working must take centre stage as we look to make real gains in sustainable development. The Auditor General for Wales is responsible for assessing the extent to which public bodies have adopted the sustainable development principle when setting and working towards their well-being objectives. In practice, this means that the he is responsible for assessing whether bodies are adopting the five ways of working.

249. The Auditor General therefore plays a crucial role in supporting the implementation of this Act.

250. We appreciate that carrying out examinations under this Act is a new role for public sector auditors. However, as the public sector looks to rebuild from Covid-19, we urge the Auditor General to raise his expectations of public bodies. Their collective progress to date has been too slow. We cannot afford for that to continue.

²⁰² Public Accounts Committee, ‘[Record of Proceedings, 14/12/20](#)’, paragraph 18

RECOMMENDATION

Recommendation 12. As we enter the second reporting period, the Auditor General for Wales must raise his expectations of public bodies and not hesitate to highlight poor adoption of the sustainable development principle.

Brexite

251. We raised Brexite with public bodies and stakeholders to determine whether they would cite the uncertainty surrounding Britain's future relationship with the European Union as a barrier to the implementation of the Act.

252. Some witnesses referred to potential financial challenges resulting from Brexite. The Permanent Secretary pointed to the "great deal of uncertainty that we're all facing, due not only to the Covid-19 situation, but also how the transition path is going forward with a new relationship with our key trading partners in the European Union and elsewhere."²⁰³ A potential loss, and lack of replacement, of specific EU funding was also noted in evidence.

253. A representative of Ceredigion County Council, suggested that responding to Brexite had led to public bodies making "more here and now decisions on a daily basis."²⁰⁴ The Auditor General agreed, telling us implementing the Act in the current climate is "enormously challenging":

"[...] especially at a time when we have a kind of perfect storm of COVID, of departure from the EU, of deep inequalities, of climate change, et cetera, et cetera, to shift organisational behaviour and funding decisions away from short-term activity to more preventative forms of spend"²⁰⁵

254. Wales Council for Voluntary Action argued that UK legislation that has been introduced because of Brexite could make it more difficult to implement policy tailored to local communities:

²⁰³ Public Accounts Committee, 'Record of Proceedings, 01/02/21', paragraph 265

²⁰⁴ Public Accounts Committee, 'Record of Proceedings, 18/01/21', paragraph 87

²⁰⁵ Public Accounts Committee, 'Record of Proceedings, 14/12/20', paragraph 99

“The Internal Markets Bill represents a fundamental threat to successful delivery of the Act. At an overarching level this legislation would make it more difficult for Wales to introduce policies that are tailored to local requirements [...] The UK Internal Market Bill’s own regulatory impact assessment acknowledges that societal benefits that might have been achieved through local policies may not be achievable under this legislation, but views this as an acceptable cost if it results in greater UK wide economic efficiency.”²⁰⁶

255. For others, the impact of Brexit on the implementation of the Act is still unclear.²⁰⁷

Our view: Brexit

256. Inevitably, public bodies, including the Welsh Government, have faced uncertainties about the UK’s future trading relationship with the European Union since Britain voted to leave in 2016. An array of decisions that impact Welsh public services have been made at short notice since then. It is still unclear what the effect of leaving the EU and the subsequent changes in UK legislation will be for public bodies.

257. We acknowledge this upheaval, and recognise the additional challenges that public bodies have faced when planning for the long-term in the context of Brexit.

258. However, we do not accept that Brexit has been a barrier to implementation of the Act. We do not believe it has presented any barriers that are so substantial to justify slow adoption of the principles of sustainable development. To be fair to the public bodies that contributed to our inquiry, very few suggested otherwise.

Conclusion 12. The uncertainty surrounding Brexit has undoubtedly made it more challenging for public bodies to plan for the future. However, the full impact of leaving the EU on Welsh public services is still unknown.

²⁰⁶ Written evidence: [FGA17.Wales Council for Voluntary Action](#)

²⁰⁷ See: Public Accounts Committee, ‘[Record of Proceedings, 18/01/21](#)’, paragraph 14, or written evidence: [FGA02.Mid and West Wales Fire and Rescue Authority](#)

Tensions between centralisation and localisation

259. The Wales Centre for Public Policy outlined the importance of the relationship between locally based public bodies, such as Public Services Boards (PSBs), and national bodies, such as the Welsh Government or the Future Generations Commissioner. Its submission identified that some local bodies felt that flexibility for local implementation was limited by the oversight role of the Future Generations Commissioner. Conversely, it also identified that other local bodies wanted more central guidance and funding. The paper notes that “getting the right balance between local autonomy and central guidance has been highlighted by studies of sustainable development policy implementation elsewhere”.²⁰⁸

260. The balance between local service delivery and central support and oversight has been a theme throughout our inquiry. We have heard consistently that public bodies and PSBs must engage with their communities to ensure that their approach to public service delivery is appropriate for local needs. For some, this is not happening enough. Solva Care, for example, suggested “Public Services Boards in particular seem to have little to do with local communities, they do not seem to report to them nor do they request evidence from them.”²⁰⁹

261. For others, the problem lies in the “increasing centralisation of services”, which does not align with the value people place on access to local services, particularly during a crisis.²¹⁰

262. We have heard from public bodies themselves that freedom to work flexibly to meet local need is important, particularly for PSBs. As we explored in Chapter 3 of this report, there is value in flexibility about how public bodies’ can use their funding so they can tailor how they deploy their resources. A Ceredigion County Council official told us how a project that was initiated by local PSBs alongside

²⁰⁸ Wales Centre for Public Policy, ‘[Submission to the Public Accounts Committee’s Enquiry on the Barriers to Implementation of the Well-being of Future Generations \(Wales\) Act 2015](#)’, January 2021, viewed on 15 February 2021

²⁰⁹ Written evidence: [FGA14 Solva Care](#)

²¹⁰ Public Accounts Committee, ‘[Record of Proceedings, 14/12/20](#)’, paragraph 266

other partners, was able to be scaled up to tackle similar issues across the region.²¹¹

263. This chimed with the evidence from the Welsh Government:

“We want the right local solutions to be in place. I think, in many areas, what we certainly don’t want to do is to impose central or national structures when they are not appropriate for dealing with some of these really difficult multi-organisational, multipartner issues.”²¹²

264. However, as we explored early in this report, we heard about the importance of Welsh Government policy being consistent with the Act.²¹³ We note the number of public bodies that requested more support from the Future Generations Commissioner, as explored in Chapter 5, and the value placed by many witnesses on sharing best practice across the country – often with the support of central bodies.²¹⁴ Local implementation and interpretation are clearly critical, but it seems that central oversight and support are too.

Our view: tensions between centralisation and localisation

265. Positive relationships and trust between public bodies and other stakeholders involved in public service delivery is critical to the implementation of this legislation. Similarly, public bodies must have a strong relationships with regional public service partnerships, national bodies, and central government.

266. We welcome the Welsh Government’s commitment to local delivery of this Act, which we believe is absolutely essential to getting public services right for local communities across Wales.

267. However, it is clear that public bodies also need to perceive that the Act is central to decision-making within central government. Trust between layers of government is dependent on decisions about the funding, operation and

²¹¹ Public Accounts Committee, ‘[Record of Proceedings, 18/01/21](#)’, paragraph 53

²¹² Public Accounts Committee, ‘[Record of Proceedings, 01/02/21](#)’, paragraph 252

²¹³ Public Accounts Committee, ‘[Record of Proceedings, 11/01/21](#)’, paragraph 137

²¹⁴ See, for example, Public Accounts Committee, ‘[Record of Proceedings, 18/01/21](#)’, paragraphs 151 and 156, or Public Accounts Committee, ‘[Record of Proceedings, 25/01/21](#)’, paragraph 38

governance of public services pointing consistently towards the principles of sustainable development.

7. A final word: the role of the Senedd

268. It is important to reflect on the Senedd's role in implementing this legislation. We have discussed the various barriers to the implementation of this Act. Many of those barriers – such as the complexity of the legislative landscape in Wales and the array of partnership structures – are in place because they were approved by the Senedd.

269. Similarly, the Welsh Government's leadership has been cited by some as a barrier to the implementation of this legislation. Again, responsibility for holding the Welsh Government to account sits primarily with the Senedd.

270. In the introductory chapter of this report, we noted that this is the first time that the Senedd has scrutinised how successfully the Act has been implemented by all of the bodies with responsibilities under it. This is difficult to justify given its impact on public services. Similarly, we also note that no post-legislative scrutiny of this Act has taken place since it was passed in 2015.

271. The Public Accounts Committee has led this particular inquiry. Our work is limited by our remit: scrutiny of the economy, efficiency and effectiveness with which public money is used. Our focus must be on implementation, not policy. None of the Senedd's policy committees have a broad enough remit to consider such a holistic piece of legislation. Although this was a substantial and broad inquiry, there were many important issues that we did not consider in detail because they were outside our remit. For example:

- The policy intent sitting behind the Act.
- The drafting of the legislation (for example, a number of significant concerns relating to the legislation itself were raised by Bangor Law School, Public Law Research Group, which unfortunately we could not pursue as part of this inquiry²¹⁵).
- Any Ministerial or overtly policy decisions, such as:

²¹⁵ Written evidence: [FCA47 Bangor Law School, Public Law Research Group](#)

- detailed consideration of whether specific Government policy decisions are congruent with the Act;
- which public bodies should and should not be subject to the Act; and
- whether the Welsh Government has identified the right National Indicators or Milestones.

272. These are important areas of scrutiny that should be taken up early in the Sixth Senedd.

273. As we move into recovery from the pandemic, the Senedd will need to consider how it should approach scrutiny of matters that cross over policy boundaries or ministerial portfolios. This challenge is evident in government as well as in parliament, as the post of Counsel General and Minister for European Transition illustrates.

274. The Business Committee of the Senedd is responsible for the organisation of Senedd Business. Its role is to “facilitate the effective organisation of Senedd proceedings” as stated in Standing Order 11.1.²¹⁶

275. We therefore urge the Business Committee of the Sixth Senedd to do what it can to enable the Senedd to hold the Welsh Government to account for its implementation of this Act and other cross-cutting legislation and policy. It is then the responsibility of the Sixth Senedd as a whole to ensure that it does so.

RECOMMENDATIONS

Recommendation 13. The Business Committee of the Sixth Senedd should ensure that the Senedd’s Committee structure facilitates effective scrutiny of legislation such as the Well-being of Future Generations (Wales) Act 2015 and other matters that cross policy areas and Ministerial portfolios.

Recommendation 14. The Business Committee of the Sixth Senedd should give specific consideration to how post-legislative scrutiny of the Well-being of

²¹⁶ Senedd Cymru, ‘[Business Committee](#)’, viewed on 24 February 2021

Future Generations (Wales) Act 2015 should be undertaken, and refer that body of work to an appropriate Committee or forum accordingly.

Annex A: Key terms and phrases

Although we will try to avoid jargon throughout this report wherever possible, there are some terms and phrases that have a specific meaning in the Well-being of Future Generations (Wales) Act 2015. We will also shorten some official titles and names to avoid repetition. The meanings of terms that may not be immediately obvious are set out below.

Term/phrase	Definition
“the Commissioner’s office” or “the Future Generations Office” or “the office of the Future Generations Commissioner”	The office of the Future Generations Commissioner for Wales provides staff and resources for the Commissioner’s work and advises the Commissioner.
“the Act”	The Well-being of Future Generations (Wales) Act 2015.
“Audit Wales”	Audit Wales is the collective name of the Auditor General for Wales and the Wales Audit Office.
“the Auditor General”	The Auditor General for Wales, who audits and reports on Welsh public bodies.
“five ways of working”	<p>The Act identifies five ways of working which can support the well-being of future generations. They are:</p> <p>Long-term: the importance of balancing short-term needs with the need to safeguard the ability to also meet long-term needs.</p> <p>Prevention: prevent problems occurring or getting worse may help public bodies meet their objectives.</p> <p>Integration: considering how public bodies’ wellbeing objectives may impact upon each of the well-being goals, on their other objectives, or on the objectives of other public bodies.</p> <p>Collaboration: acting in collaboration with any other person (or different parts of the body itself) that could help the body meet its well-being objectives.</p>

Term/phrase	Definition
	Involvement: the importance of involving people with an interest in achieving the well-being goals, and ensuring that those people reflect the diversity of the area which the body serves. ²¹⁷
“the Future Generations Commissioner” or “the Commissioner”	The Future Generations Commissioner for Wales.
“public body” or “public bodies subject to the Act”	<p>One of the 44 public services organisations that are subject to the Well-being of Future Generations (Wales) Act 2015. They are:</p> <ul style="list-style-type: none"> ▪ the Welsh Ministers, ▪ Welsh local authorities, ▪ Welsh Health Boards, ▪ Public Health Wales, ▪ Velindre University NHS Trust, ▪ Welsh National Park authorities, ▪ Welsh fire and rescue authorities, ▪ Natural Resources Wales, ▪ the Higher Education Funding Council for Wales, ▪ Arts Council of Wales, ▪ Sports Wales, ▪ The National Library of Wales, and ▪ National Museum Wales.
“Public Services Boards” or “PSBs” or “Boards”	<p>Boards that bring together representatives of public sector bodies created by the Well-being of Future Generations (Wales) Act 2015 to improve the economic, social, environmental and cultural well-being of its area. The members of Public Services Boards are:</p> <ul style="list-style-type: none"> ▪ the local authority; ▪ the Local Health Board for an area any part of which falls within the local authority area; ▪ the Welsh fire and rescue authority for an area any part of which falls within the local authority area; and ▪ National Resources Wales.

²¹⁷ Future Generations Commissioner for Wales, ‘[Future Generations framework for projects](#)’, November 2018, pages 6 to 10, viewed on 12 February 2021

Term/phrase	Definition
	The Act created 22 Public Services Boards, one for each local authority in Wales. Since 2015, three pairs of Public Services Boards have merged. There are now 19 boards covering the whole of Wales.
“the statutory reports”	The reports by the Future Generations Commissioner and by Audit Wales that prompted this inquiry. Both reports were published in May 2020 and set out the work carried out by both offices in the preceding three and five years respectively. More information about the reports can be found in the Introduction to this report.
“Wales Audit Office”	The Wales Audit Office provides staff and other resources for the Auditor General’s work and monitors and advises the Auditor General.
“well-being goals”	<p>There are seven well-being goals in the Well-being of Future Generations (Wales) Act 2015. They are:</p> <ul style="list-style-type: none"> ▪ A prosperous Wales. ▪ A resilient Wales. ▪ A healthier Wales. ▪ A more equal Wales. ▪ A Wales of cohesive communities. ▪ A Wales of vibrant culture and thriving Welsh language. ▪ A globally responsible Wales.

Annex B: Contributors to this inquiry

The table below sets out the organisations that contributed to this inquiry, whether by attending our stakeholder event on 12 October 2020, submitting written evidence, or by giving oral evidence during Committee meetings.

In total, 98 organisations contributed to this inquiry.

A full list of Committee meetings associated with this inquiry, including transcripts and video links, can be found on the [inquiry home page](#).

Consultation responses can be found [on the consultation page](#).

Organisation	Attended stakeholder event	Sent written evidence	Appeared before Committee
Adverse Childhood Experiences (ACE) Aware Wales	✓		
Afallen		✓	
Aneurin Bevan University Health Board	✓	✓	✓
Auditor General for Wales			✓
Bangor Law School Public Law Research Group		✓	
Betsi Cadwaladr University Health Board		✓	
Bevan Foundation	✓		
Blaenau Gwent County Borough Council	✓		
Blaenau Gwent Public Services Board		✓	
Bridgend Public Services Board	✓	✓	
Building Communities' Trust		✓	
Caerphilly County Borough Council	✓		
Caerphilly Public Services Board	✓		
Canal and River Trust	✓		
Cardiff & Vale University Health Board	✓	✓	
Care & Repair Cymru		✓	
Carmarthenshire County Council		✓	
Carmarthenshire Public Services Board	✓	✓	

Ceredigion County Council	✓	✓	✓
Ceredigion Public Services Board	✓	✓	✓
Chartered Institute of Ecology and Environmental Management		✓	
Churches Together in Wales		✓	
Chartered Institute of Housing Cymru	✓		✓
Coed Cadw Woodland Trust	✓	✓	
Coleg Gwent (Crosskeys Campus)		✓	
Colegau Cymru	✓	✓	
Community Energy Wales	✓		
Community Housing Cymru	✓		
Community Transport Association	✓	✓	
Confederation of Forest Industries (Confor)	✓		
Constructing Excellence Wales		✓	
Conwy County Borough Council		✓	
Cwm Taf Morgannwg University Health Board	✓		
Cytûn - Churches Together in Wales		✓	
The School Health Research Network	✓		
Denbighshire County Council	✓	✓	
Fair Treatment for the Women of Wales		✓	
Flintshire County Council		✓	✓
Flintshire Public Services Board			✓
Future Generations Commissioner for Wales		✓	✓
Gwynedd and Isle of Anglesey Public Services Board		✓	✓
Gwynedd Council		✓	
Higher Education Funding Council for Wales	✓		
Home Builders Federation	✓		
Hywel Dda University Health Board	✓	✓	
Inspire Training		✓	

Isle of Anglesey County Council		✓	✓
Marine Conservation Society		✓	
Meeting of Friends in Wales (Quakers)		✓	
Mid and West Wales Fire and Rescue Authority		✓	
Monmouthshire Public Services Board		✓	
National Farmers' Union	✓		
National Library of Wales	✓		✓
National Museum of Wales			✓
Natural Resources Wales	✓	✓	✓
Neath Port Talbot Public Services Board		✓	
Newport Public Services Board		✓	
NSPCC	✓		
NUS Cymru	✓		
Oxfam Cymru	✓	✓	
Pembrokeshire Coast National Park Authority	✓	✓	✓
Pembrokeshire County Council		✓	
Pembrokeshire Public Services Board		✓	✓
Pembrokeshire Together for Change Programme		✓	
Planning Aid Wales	✓		
Powys County Council	✓	✓	✓
Powys Public Services Board			✓
Powys Teaching Health Board	✓	✓	
Public Health Wales	✓	✓	✓
Race Council Cymru	✓		
Renew Wales	✓		
Royal National Institute of Blind People	✓		
Royal Town Planning Institute		✓	
Royal Society for the Protection of Bird Cymru	✓		
Royal Town Planning Institute Cymru	✓		
ShareAction		✓	

Snowdonia National Park Authority		✓	
Solva Care		✓	
South Wales Fire and Rescue Service		✓	
Sport Wales	✓	✓	
Sustrans	✓		✓
Swansea Bay University Health Board	✓	✓	
Swansea Council		✓	
Swansea Public Services Board	✓	✓	
Torfaen County Borough Council		✓	
Transport for Wales		✓	
Vattenfall Wind Power		✓	
Velindre University NHS Trust	✓	✓	✓
Wales Council for Voluntary Action		✓	
Wales Environment Link	✓		
Wales Low/Zero Carbon Hub	✓		
Welsh Ambulance Service NHS Trust	✓		
Welsh Government			✓
Welsh NHS Confederation	✓	✓	
Welsh Women's Aid		✓	
Women's Equality Network Cymru	✓		
World Wide Fund for Nature Cymru	✓	✓	✓
Wrexham County Borough Council		✓	

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MINUTES OF A MEETING OF THE PUBLIC SERVICE BOARD HELD AT BY TEAMS ON FRIDAY, 25 SEPTEMBER 2020

In attendance:

- Councillor Rosemarie Harris (PCC) (In the Chair)
- Julian Atkins (Brecon Beacons National Park Authority)
- Stuart Bourne (PTHB)
- Nigel Brinn (PCC)
- Jamie Burt (PAVO)
- Carl Cooper (PAVO)
- Assistant Chief Fire Officer Iwan Cray (Mid and West Wales Fire and Rescue Service)
- Superintendent Steve Davies (Dyfed Powys Police)
- Vivienne Harpwood (PTHB)
- Simon Hartley (Aecom)
- Kris Kingsley (Mid and West Wales Fire and Rescue Service)
- Huw Lewis (Welsh Government)
- Dafydd Llewellyn (Police and Crime Commissioner for Dyfed Powys)
- Chief Inspector Jacqui Lovett (Dyfed Powys Police)
- Hugh Pattrick (One Voice Wales)
- Derrick Pugh (One Voice Wales)
- Carol Shillabeer (Powys Teaching Health Board)
- Caroline Turner (Powys County Council)
- Anne Weedy (NRW)
- Gillian Wells (NRW)
- Councillor D Elwyn Williams (Mid and West Wales Fire and Rescue Service)
- Ness Young (PCC)

Supporting

- Steve Boyd (PCC)
- Catherine James (PCC)
- Rhian Jones (PCC)

1.	ATTENDANCE AND APOLOGIES
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Apologies for absence were received from Martin Cox (Natural Resources Wales), Christine Harley (HM Prisons and Probation Service), Peter Kennedy (Welsh Government) and Dan Williams (Department of Work and Pensions).

2.	COVID-19 UPDATE AND RECOVERY PLANNING
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The PSB was advised that instances of Covid-19 were currently relatively low and stable in Powys. The Track Test and Protect team had had their busiest month in September contacting 100% of those who has tested positive and 99% of their contacts. The Chief Executive of Powys Teaching Health Board advised that the number of tests being carried out continued to increase and that Welsh labs and lighthouse labs were being used to maximise testing capacity. The PTHB was working up plans for mass vaccination as soon as a vaccine became available.

The pandemic had highlighted the importance of partnership working and there had been many examples of good collaboration. A member asked about the Dinas Rock car park run by the NRW that was still open and being used from people outside the county from areas in lockdown. Anne Weedy from the NRW advised that the NRW was keeping this under review.

The pandemic had also underlined the important role of the voluntary sector. The Board was advised that the CSERT teams had been replaced by Community Sector Response Groups established by the RPB and operating through 13 local networks across the county. In addition, over 100 volunteers were working with the Health Board and the County Council supporting statutory services.

Members were reminded about the PSB Recovery Planning Workshop taking place on 6th November. The invitation would be sent again.

3.	DYFED-POWYS POLICE AND CRIME COMMISSIONER - OPPORTUNITIES FOR WORKING TOGETHER
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Dafydd Llewellyn, the Police and Crime Commissioner for Dyfed Powys, gave a report on policing in the last 12 months and on his priorities up until the next elections in May 2021.

The Commissioner noted the significant role played by the police in protecting the community during the Covid-19 pandemic. He was committed to ensuring the force had the funding it required to cope with the pandemic.

His priorities were giving victims a stronger voice and supporting young people. He had sought to work in partnership with Community Safety Partnerships and Youth Offending Teams, making £45k available to each Authority for youth offending and prevention services and £25k for Community Safety Partnerships. The Offender Diversionary Scheme had been launched in October 2019 and since then over 450 people had been through the scheme.

The Commissioner advised that the CCTV scheme had been completed. He explained it was not possible to have a CCTV in every town and that there had to be a degree of proportionality in where they were placed. The Commissioner also reported that the Neighbourhood Policy Teams had been refreshed. There were 14 teams across the force area. Participatory budgeting was being piloted in Newtown and would be rolled out in Llandrindod Wells and Ystradgynlais. The Board was updated on the multi-agency triage approach being taken to dealing with people in crisis which sought to de-escalate situations. This was welcomed by the Chief Executive of PTHB.

The Commissioner was asked about police recruitment and he advised that between 60 and 70 officers would be recruited over the next three years which would bring the force up to the level it had been in 2010. He explained the service increasingly relied on specialists who worked behind the scenes and would not always be visible to the public. He explained that the force relied on the precept to plug the gap in Home Office funding.

The Board was advised that Helen Quarrel a senior youth worker had been nominated by PCC to the Commissioner's Our Youth Our Future Working Group.

4. WELL-BEING STEP 2 - PSB REPORTING FRAMEWORK

Members approved the reporting framework that had been developed. The inclusion of RAG status would make it clear which Steps were progressing and which required further support. It would also be helpful to include additional text outlining what would happen next.

5. WELL-BEING STEP PROGRESS REPORTS
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Step 1

Ness Young reported that the PSB Annual report had been published in July. She also reported that PCC had conducted a survey on the impact of Covid-19 with businesses in Powys. She advised that Welsh Government had withdrawn funding for communications and that PCC would develop a communications plan after the workshop on 6 November.

Step 4

The number of wellbeing dashboards had increased to 72. An officer had been recruited to support communications. A number of actions had been delayed due to Covid-19.

Step 6

The main area of progress had been the Council's schools transformation programme. The apprenticeship talent pool had been launched but as yet no positions had been found for applicants because of Covid-19. A new Regional Skills and Learning Partnership with Ceredigion County Council would be established with effect from 1st October 2020.

Step 9

The vision for the Mid Wales Growth Deal had been agreed.

Step 10

The Support Local Powys and Discover Powys social marketing campaigns had been launched in June. The Live, Work and Play in Powys digital marketing campaign had just been launched.

Step 3

A survey undertaken within the group had found the delivery plan still fit for purpose. Good progress had been made on mapping charging points across the county.

Step 7

Huw Lewis reported that Covid-19 had not impacted too much with good attendance at virtual meetings. The draft strategy would be considered later in the meeting.

Step 8

Progress had been impacted by the pandemic and by the NRW having to respond to storms and flooding.

Steps 11 & 12

Carol Shillabeer reported that the aim was to deliver a business case for the North Powys Wellbeing Project to Welsh Government by the end of October/start of November.

6.	NATURAL RESOURCES WALES GRANT FUNDING TO SUPPORT DELIVERY OF THE WELL-BEING OBJECTIVES
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Natural Resources Wales had made £25,000 grant funding available to support priorities set out in the PSB Well-being Plan, with a focus on maximising contribution to the nature and climate emergencies.

It was agreed that Ness Young for PCC, Julian Atkins for the NPA Carol Shillabeer for PTHB and Carl Cooper for PAVO would meet to discuss bids before the deadline of 6 October.

7.	WELL-BEING STEP 7 - DRAFT DECARBONISATION STRATEGY FOR POWYS
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Huw Lewis of Welsh Government and Simon Hartley of Aecom presented the draft strategy which had been rebranded as a Decarbonisation Strategy rather than a carbon positive strategy. They were looking for the PSB to adopt the strategy or provide feedback on how it might be changed. Huw advised that the value of the contract with Aecom had been spent and the PSB would need to consider how to resource any communications and engagement activities.

The strategy detailed potential 'pathways' and interventions needed to achieve both a reduction in and offset of CO₂e. These included

Buildings

- Improved energy efficiency
- Replace fossil fuels for renewables for heating and industrial processes
- Zero carbon new buildings and industrial processes

Transport

- Reduce single person car journeys
- Replace petrol/diesel with ELVs and renewables
- Introduce charging/renewables refuelling infrastructure

Land Use / Agriculture

- More tree planting
- Increased anaerobic digestion, farm-based Carbon Capture and Storage and increased utilisation of renewable energy/fuels for agriculture related processing and transport.

Renewable Electricity

- More renewable electricity generation (all technologies)

The agricultural sector accounted for around two-thirds of the CO₂e emissions in Powys, but it was outside of the control of the statutory bodies on the PSB and therefore it was not part of strategy. Whilst work was being developed at a

national level in Wales to address decarbonisation in this sector, it would be unlikely to be effective enough to lead to a carbon positive outcome for Powys by 2040. PSB discussed whether this was the right approach and agreed to accept the draft strategy as a basis for further consultation. It was agreed that Huw would send the report out for comment with responses to be returned to him by 16 October. Julian Atkins asked if the members of the National Park Authority could receive a briefing on the strategy.

8.	WELL-BEING ASSESSMENT PREPARATION
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The timeline for the review of the Well-Being Assessment and Plan was set out. Partners were asked to inform Catherine James of their lead officers.

9.	PSB DATES 2021
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The dates of PSB meetings in 2021 were noted.

10.	REGIONAL PSB AND RPB MEETING 2020
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PSB noted that that the Annual Regional PSB and RPB Meeting was taking place virtually on 4th November 2020, 10:30 – 12:30pm. Anyone wishing to attend was asked to let Rhian Jones know by 16th October.

11.	NETHERWOOD FLYNN RESEARCH PAPER
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The PSB received the paper. Members of the PSB were very conscious of the legal duty placed upon the public sector to consider the needs of future generations and felt that the report was unfair in its criticism of the sector.

12.	MINUTES
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The Chair was authorised to sign the minutes of the last meeting held on 25th June 2020 as a correct record subject to the inclusion of Superintendent Steve Davies of Dyfed Powys Police and Hugh Patrick of One Voice Wales in the list of those in attendance.

13.	ANY OTHER BUSINESS
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There was no other business.

14.	DATE OF NEXT MEETING
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17th December 2020.

County Councillor Rosemarie Harris
Chair