

Swansea Public Service Board's Well-being Plan

Advice of the Office of the Future Generations Commissioner for Wales, 16th November 2022

Advice on your draft well-being plan summary

We would like to thank officers for regular meetings and sharing of information throughout the 14 week period. It has been positive to have rich discussions with officers on the process of drafting the well-being plan and where we can support their thinking on key areas such as performance measurement.

The regular sharing of information has enabled us to see where our iterative advice has been reflected in updated drafts of the well-being plan, which now sets out four well-being objectives, alongside eight cross-cutting steps which will contribute to all of the well-being plan.

Overall Strengths

We welcome the use of diagrams and visuals in the plan because they help clearly communicate and justify the objectives and steps, and intended outcomes and impacts. This means that we, and the public are able to see the long term thinking that the Public Service Board (PSB) are taking in the approach. Of these, the diagrams outlining 'drivers' are particularly useful in outlining the different social structures that contribute to positive (or negative) well-being outcomes. Furthermore, the demonstration of how each of the objectives aligns with the Five Ways of Working helps the reader view how the PSB will deliver their plans in line with the act. To build on this, it would also be helpful to see how the objectives deliver against the well-being goals.

Similarly the appendices include useful information on how the plan has been developed; from using the Five Ways of Working through the assessment and drafting stages, and integrating findings with wider strategies and publications (e.g. the Future Trends Report 2022). A further strength is that a list of PSB members and wider partners are included which helps embed accountability and transparency within the plan. We also value the use of a glossary at the appendices to enable the reader to navigate any technical language or jargon.

To improve

All objectives should link to all the well-being goals to ensure that there is no risk of conflict between the goals. It is possible that some objectives align or contribute more directly to some goals more than others – so consider changing the language here slightly. We can see how the appendix of 'making the connections' will enable further integration and be helpful for outlining how the five ways of working will be used, which by its nature will identify how you can maximise your contributions to all the well-being goals and may reveal opportunities that exist for each of your objectives.

We would like to see further evidence on how the well-being plan evidences contribution to cultural well-being, promotes use of the Welsh Language, and A Globally Responsible Wales. The objective “to support the development of an integrated Cultural Offer in Swansea” is currently not linked directly in the corresponding narrative, drivers or steps. Importantly, we would encourage the public consultation to be an opportunity to act on the recommendation in the Future Generations Report “involve arts, language, and culture practitioners and organisations in setting their objectives and steps”. Furthermore, the plan could build on the steps on human rights to demonstrate how the PSB will support refugees in Swansea, thus contributing to the goal “A Globally Responsible Wales”.

While we welcome the contextualisation of the steps and objectives, it would be beneficial if the plan included more detail about how they have been evidenced by the well-being assessment. It helps residents know how their previous input has been useful, and ensures the process of turning the assessment through to a plan and objectives is transparent.

The over-arching steps is a good idea however the plan would be improved by a diagram or visuals demonstrating how the steps will contribute to the objectives so there is some logical alignment there.

We appreciate the tensions that exist in developing a well-being plan for the PSB as a collaborative, and that it should not be weighted on the local authority. However, we would recommend that you make reference to existing strategies and policies from all PSB member organisations which will support achievement of your objectives and clarify that, while not a specific objective/step, this is not a gap in delivery e.g. we have discussed that The Welsh Language Commissioner’s Office have advised that your well-being plan should align with your Welsh Language Promotion Strategy, and this may be helpful for you in identifying which local partners to engage with. We have attached the Welsh Language Commissioner’s resources ‘Considering the Welsh language in the Local Well-being Plans’ and [‘standards relating to promoting the Welsh Language’](#) which we hope you will find helpful. You may wish to build upon the section on ‘summary of progress’ from your previous well-being plan to show where established work will continue as business as usual to support achievement of your current well-being plan.

Your Draft Well-being Objectives

Early years: to ensure that the children in Swansea have the best start to life to be the best they can be

We welcome that the PSB is focussing on early years, with the recognition of the long term implications of early childhood experiences.

To build upon this objective, it would be beneficial if the PSB included some information around the needs to prevent Adverse Childhood Experiences (ACEs) explicitly. [Chapter Four](#) of the future generations report covers this topic in detail with recommendations on how to set objectives on this such as “Set well-being objectives on Adverse Childhood Experiences that seize opportunities to work with partners beyond traditional services and to consider how by doing this you can meet other well-being objectives and goals.” this will be particularly helpful to understand how this objective could also contribute towards a Wales of a Vibrant Culture and Thriving Welsh Language,

and Globally Responsible Wales. Furthermore, while the drivers diagram suggests some understanding of how childhood experiences intersect with wider issues it would be beneficial if the plan included some outline these, such as linkages to the steps that discuss biodiversity, green space, wider social determinants of health.

The drivers should go beyond “parents are well prepared for birth” but also about supporting them as parents, e.g. decent maternal leave and access to childcare, support for new parents with mental health. We are happy to make connections with organisations and groups such as Home Start Cymru who will be able to provide valuable insight during your public consultation.

Live Well, Age Well: To make Swansea a great place to live at every stage of life

We welcome that the PSB is considering well-being through each life stage, recognising the importance of early years as well as the importance of a sustainable and effective caring system. To improve this objective, the narrative could cover the aging population of Wales and how this is going to effect health and social care provision in Swansea. This could tie well to future skills needs, and any reflections on what the Covid-19 pandemic has shown us about health inequalities and community involvement in health support.

This step does well to cover the importance of integrated approaches to health and well-being, considering economic factors alongside issues such as civic participation. Nevertheless, we would encourage expanding the term “have enough money to live on” or “ability to make decisions” to something more ambitious, such as “ability to do the things that matter and keep citizens well”. This could be a way of embedding access to cultural activities.

Climate and Nature Recovery: To improve health, enhance biodiversity and reduce the impact of climate change

It is positive that in the preamble there is good evidence of integration being considered – e.g. how a protected environment can support good physical and mental well-being. We welcome the reflection on blue spaces as well as green spaces as being important to the biodiversity of Swansea, alongside the role that both blue and green spaces have in supporting mental and physical well-being.

We welcome that under the objective relating to Climate and Nature Emergency, the PSB considers the different drivers behind habitat and species protection, and also reducing carbon emissions. Correspondingly, there is a direct step relating to how the PSB will work to reduce carbon emissions and meet the 2030 Net Zero commitments. Nevertheless, we would encourage the PSB to go further and consider developing specific steps / actions on:

- The circular economy: how PSB partners can reduce consumption, increase reuse and recycling rates, and reduce waste going to landfill, again considering each of the goals could identify opportunities e.g. how this could contribute to cohesive communities via repair cafes etc
- Habitat and species protection: we are encouraged that Objective 3 considers the importance of green and blue spaces. The well-being plan would be strengthened if the

steps included steps on how PSB partners will work to protect and enhance biodiversity in the area.

- Consider how collaborative ways of working (e.g. procurement) may be leveraged to improve carbon emissions and the circular economy. This can also be integrated into outputs surrounding local spend and boosting Swansea's Foundational Economy.

Strong Communities: To build cohesive communities with a sense of belonging

This objective integrates a number of issues including crime and safety, health, involvement (trust between people and organisations), skills and Welsh language. We welcome that there are many areas of focus within this objective, and the setting out of 'cross cutting steps' works well under this theme.

To improve this well-being objective we would recommend that the language around 'tolerant' is amended in the opening paragraph as it suggests that there is something bad that needs tolerating. You may want to consider changing this to "open minded", "welcoming" or "inclusive".

We welcome the recognition that under 'primary drivers' "people access all of the financial support they are entitled to" is recognised. Many people are not accessing the support they are due, and this can make a substantial difference to the well-being of residents. This could however be made more ambitious such as linking further to the Real Living Wage, and also recognise that many individuals in poverty are both working and accessing welfare support.

Building on this step, it would be beneficial if under 'connected communities', civic participation (e.g. voting, organising, and trade union membership) is included. This links back to citizens engaging with improving their communities, and feeling like they are able to inform decision makers.

As stated, we welcome that each objective covers the five ways of working. Under this objective we would encourage you to review prevention – as well as supporting people, this description could cover how communities and services will be designed through lived experience to prevent future issues and barriers.

Your Draft Well-being Steps

To energise and engage Swansea in working towards an equitable transition towards Net Zero and Nature Recovery taking a nature-based approach to finding solutions where possible

As stated in the well-being plan and within our meetings with you, the steps will be cross-cutting and therefore sit across all the objectives. We welcome this approach and we are glad to see the PSB recognise that the nature and climate emergency crisis sit across all elements of well-being, and of PSB delivery.

The step details that it will 'expand and diversify Swansea climate and nature Charter signatories'. The approach to involve many stakeholders in this issue is to be commended, and to build on this we would recommend inclusion of involving community groups in both the short and long term to help identify actions. There would also be scope to link this step and following actions to the latest

iteration of the [Inequality in a Future Wales](#) Report, which details how the climate crisis is likely to exacerbate existing inequalities in Wales.

Under 'medium term' and 'long term' the plan outlines that collaborative work will lead to high impact actions. It is positive that the ways of working are clearly evidenced here (e.g. collaboration, involvement, integration) – however to improve this we would like to see more information on what the PSB considers 'high impact' and some wider ambition such as how actions will be identified. We would also like to see some consideration of how both nature and climate impact each other, but solutions may be different – e.g. decarbonisation is different to protecting biodiversity. The conversations we have had during the advice period were positive on this, we would welcome the further detail here.

To become a Human Rights City empowering citizens at every stage of the life course

The work that Swansea PSB partners are doing on the human rights agenda is to be commended from an involvement, innovation and well-being perspective. To build on this we would like to see how the Human Rights City agenda integrates with wider issues such as climate change, and inequalities. There would also be scope to link this to work on:

- Hate crimes and anti-racism work
- Refugees and a 'globally responsible Wales'
- Domestic violence and community safety
- Cultural well-being
- Adverse Childhood Experiences e.g. Childrens Rights approach

To further build on this step, we would like to see some content here about representation within workforce and democratic processes, to influence decision making. This could help ensure decisions going forward remove, rather than entrench, barriers to accessing rights.

This step could also be used to demonstrate the PSB's commitment to a Globally Responsible Wales by adding detail on how the Human Rights Approach will be used to support refugees. This is particularly relevant given the events in Afghanistan and Ukraine this year, alongside the forecasted impact issues such as climate change are likely to have on refugees and global unrest.

Influence and connect with other governance and partnerships arrangements to ensure well-being is integrated across Swansea

We welcome that in this draft well-being plan, and in our meetings, it is clear that the PSB is using the process of the well-being plan and assessment to critically reflect on the complex governance arrangements in Wales and how the PSB can work through these to deliver against their objectives efficiently. Furthermore, there is good recognition that this manner of collaborative working is important to ensure well-being is integrated across partners' delivery. To build on this, it would be useful to see an understanding of the flexible nature any "clearly mapped and defined partnership framework" will need to have in the future as devolution, political boundaries and wider context (e.g. the climate emergency) impacts these structures.

To progress data development to improve decision making by partners in Swansea

The sharing of data and intelligence is an important element of ensuring that the PSB, partners and wider collaborators are able to make informed decisions, deliver high impacts, and importantly learn from challenges and strengths in existing delivery mechanisms.

To build on this it would be useful if the PSB expanded on how they will integrate the five ways of working through this:

- Involvement: how will citizen voices be embedded in any data collection, and how will partners ensure people with marginalised identities are captured in the data?
- Collaboration: what governance mechanisms will need to be in place to ensure data is shared in a useful, ethical and accessible manner?
- Integration: how will partners ensure data isn't siloed – e.g. that data on flood risk is integrated with poverty statistics?
- Prevention: how will this data be used to inform future decision making and prevent negative well-being outcomes?
- Long term: how will the data be mapped against wider, long term trends to ensure decisions are always forward thinking? How will reflective learning be embedded within these tools?

To develop a measurement framework to effectively and efficiently provide feedback on progress

We welcome the PSB embedding reflective learning processes to improve their delivery. As per the advice above, we would encourage you to reflect on how the five ways of working can be embedded in any data collection processes. With reflective learning on impact, citizen involvement is key and we would recommend actions / steps to build in opportunities for residents to coproduce programme / service design, and also the engagement methods used. It is important to consider engagement/involvement processes as a useful impact rather than a "one off" activity. Effective involvement techniques can have long term impacts for the engaged – e.g. that they feel they are having an impact on their daily lives and helping to shape their community.

Under the medium step 'improve output based reporting of the steps and explore qualitative options', greater detail could be added here around what type of reporting is likely to be covered. The [statutory guidance](#) on measuring outputs and tracking progress may be useful when reviewing these processes.

To support all Early Years services on their transformation journey to better support children to have the best start in life

Early Years services are an important means of reducing inequalities and setting people up for a long and healthy life. It is therefore positive that the PSB recognise this and have included this as a specific step. The short, medium and long-term steps include a good level of detail in terms of setting up measurement frameworks and how they will be used going forward.

To build on this, it would be good to include a vision of what good early years provision looks like – this could be set against the drivers identified e.g. what barriers does it reduce and what are the

outcomes for children and families and this step impact other well-being outcomes (e.g. safer communities). As this is a continuation of a step from the previous well-being plan we would like the PSB to articulate how the collective planning and action being taken now is different to what you have done before to take account of reflective learning and any demographic changes we have seen in our communities since 2017. We're interested in how PSB's are adapting the ways in which they work together using the Act as a lens for planning, challenging and evaluating actions, and explore; if actions are fit for the future, key pressures and tensions in delivery

To contribute towards a safer, more cohesive and prosperous Swansea

This step integrates well with the objectives and directly reflects the language of the Act. We particularly welcome that the short, medium and long term steps each reflect upon existing strategies and partnerships. To build on this we would like to see a greater reflection on how the PSB will involve communities in developing their activities here, and integrate this with challenging racism and reducing hate crimes. It is good to see the medium-term step refer to the role the PSB can play as an advocate and connector, we would also encourage the PSB to play the role of 'critical friend' to help other collaborative boards to use the Act as a lens through which to identify opportunities.

To support the development of an integrated Cultural Offer in Swansea

A strong cultural offer has the opportunity to deliver a range of well-being benefits to citizens in Swansea. The step reflects this, by referencing health and community cohesion. To build on this it would be good to see:

- Specific actions relating to Welsh Language and how this can be integrated into the other steps – e.g. how Early Years provision can promote Welsh Language use
- Wider collaborators – such as Arts Council of Wales, Welsh Language practitioners, and third and private sector organisations/venues.
- The opportunity of arts and culture to build community cohesion e.g. as an opportunity to share different lived experiences of people in Swansea
- Reflection on the impact of recent and current crises such as the Covid-19 pandemic on the arts sector
- How the cultural offer can integrate with your objectives and steps on Net Zero and Nature Recovery. See, for example, The Centre for Alternative Technology's new work on creating a [new strategy for climate and the arts](#).
- How arts and cultural activities can be made more accessible to those who may face barriers such as those with sensory disabilities, or people with low incomes.

The Five Ways of Working

We welcome that the well-being plan takes time to explain what the five ways of working are, and how each applies to the different objectives. This demonstrates that the PSB clearly understands the Act and is applying the language in a clear manner. This analysis on the five ways of working focusses on how they are embedded within the steps outlined in the Plan.

Involvement

In our meetings, we have spent time discussing the role of community voices and co-production in shaping the well-being plan and its delivery over the next five years. It was positive that in recent meetings you have discussed an engagement plan for the consultation on the draft well-being plan – which suggests the outcomes will be meaningful and that these steps will be shaped further by citizen participation and engagement.

Nevertheless, it would be beneficial if the steps and objectives clearly embedded involvement throughout their descriptions. This could, for example, include establishing citizens groups to help shape and design. The Coproduction Network for Wales will be useful to engage with as you further develop and finalise your plan.

Collaboration

The plan outlines different methods it plans to use to embed collaborative partnership working in delivery of the objectives and steps throughout the document. It is also clear from our meetings that Swansea PSB has been reflecting upon the role of the PSB in adding value to existing partnerships and the importance of distinguishing different responsibilities – e.g. areas PSB partners can directly deliver as opposed to the areas where the PSB may have to work with partners to influence decision making. It is also positive, as stated above, that PSB partners are listed too.

Building on this, we would encourage you to add further detail to the steps to consider direct accountabilities. This could be outlining which PSB partners or sub-groups take on different responsibilities for the steps, by making connections over which partners are best placed to deliver in a collaborative manner.

Furthermore, we would encourage wider collaboration to broaden the scope of partners delivering well-being in the area. This could include working with third and private sector organisations in delivery of steps. It will also be important for your PSB to consider a range of collaborative options that cut across organisational boundaries (and potentially sectors). This could include co-locating staff, breaking down traditional structures, arranging job-swaps and secondments and pooling resources.

Integration

The Act states that well-being objective should be integrated – e.g. that you should review how environmental, cultural, economic and social well-being intersect across different issues.

The steps, objectives and descriptions demonstrate good consideration of integration – for example recognising that all the steps contribute to all the objectives. Nevertheless, it would be beneficial if the mechanisms of this were explained in further detail, either in text or a diagram.

The driver diagrams and the preambles do well to demonstrate some of the interlinkages between the different issues. For example, under 'People Live Well and Age Well' the long term implications

of people living 'in safe and good quality homes' is recognised – in terms of feeling safe in their community and health outcomes. For example, it is clear that the step “To support all Early Years services on their transformation journey to better support children to have the best start in life” contributes to “People live well and age well”, but it would be good to see how it links to other goals such as the climate and nature emergency.

Long Term

While there are significant pressures and challenges in the here and now, such as the cost of living crisis, we're stressing the importance of PSBs exploring and developing longer-term solutions that help address underlying causes and mitigate impacts in your communities. As the [statutory guidance for PSBs \(SPSF3\)](#) states '*The right balance should be struck between delivering for the short term and doing so in the context of priorities for the long term.*'

We welcome that the plan cites the most recent iteration of the Inequality in a Future Wales Report, while your well-being assessment also did well to consider long term trends across the different dimensions of well-being and how residents are likely to be affected.

It is positive that your draft well-being plan covers steps in the short, medium and long term, and in our meetings you have been clear in stating that the longer-term elements of the steps will be flexible to allow for changes of context, policy and/or new information. We would, however, encourage the PSB to consider 'long term' beyond “5+ years” and instead look further ahead perhaps to the target of reaching net-zero carbon emissions in Wales by 2050 and what the implications might be on the actions the PSB can take now.

Prevention

The draft well-being plan clearly demonstrates that the PSB understands the systemic nature of well-being and that change is complex and takes time. The driver diagrams suggest that you understand the root causes of issues rather than only the symptoms, and how some cycles of negative well-being outcomes (e.g. poverty and ill health) can be disrupted.

To support your work, below is a definition of prevention we agreed with Welsh Government, which may be helpful for context and in your thinking:

- **Primary prevention (PP)** – Building resilience – creating the conditions in which problems do not arise in the future. A universal approach.
- **Secondary prevention (SP)** – Targeting action towards areas where there is a high risk of a problem occurring. A targeted approach, which cements the principles of progressive universalism*.
- **Tertiary prevention (TP)** – Intervening once there is a problem, to stop it getting worse and prevent it reoccurring in the future. An intervention approach.
- **Acute spending (AS)** – Spending, which acts to manage the impact of a strongly negative situation but does little or nothing to prevent problems occurring in the future. A remedial approach.

Summary of contact between Swansea PSB and The Office of the Future Generations Commissioner for Wales during the 14 week Advice Period

Date	Contact	Comments
16 th August 2022	Email	The 14 week advice period is triggered by Swansea PSB, and we established the key points of contact: - Elle Henley-Herat and Jenny McConnel from the Future Generations Office - Suzy Richardson from Swansea PSB
6 th September 2022	Meeting	An initial meeting to discuss the process of the 14 week advice period and the approach that Swansea PSB and The Future Generations Commissioner's Office would like to take going forward
6 th September 2022	Email from Swansea	Sharing papers from the Joint Committee workshop
11 th October 2022	Email from OFGC	Sharing: - Definition of prevention - Resources for performance measurement e.g. Thriving Places Index
17 th October 2022	Meeting	An overview of the approach taken by Swansea PSB, discussions included the integrated nature of the well-being steps across all the objectives
18 th October 2022	Email from OFGC	Providing information including: - Interim advice on draft objectives - Chapters of the Future Generations Report of particular relevance - Summary of the recommendations from the Future Generations Report - Our frameworks for scrutiny and projects - NRW's paper on 'Addressing the Nature and Climate Emergencies: A Summary of Steps to take for Public Service Boards -
25 th October 2022	Email from Swansea	Updating on progress, requesting advice on format of the draft plan for public consultation, sharing updated draft well-being plan and engagement plan
25 th October 2022	Email from OFGC	Responding to request for advice
31 st October 2022	Email from Swansea	Sharing updated draft well-being plan
2 nd November 2022	Meeting	A final catch up where we provided some initial feedback, and Suzy took time to explain any changes between the drafts that had been sent across.
3 rd November 2022	Email from OFGC	Providing advice and information including:



		<ul style="list-style-type: none">- Advice and reports from Welsh Language Commissioner- Our long-term policy ideas to protect against future cost of living emergencies
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