

Llywodraeth Cymru Welsh Government

# Well-being statement 2017

Prosperity for All: the national strategy

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# 1 Introduction

This document sets out the Welsh Government's revised well-being objectives. It should be read alongside the national strategy, Prosperity for All, which establishes the rationale for our objectives and the steps we will take to achieve them.

**Prosperity for All – the national strategy** is a cross-government strategy to help us and our partners to better focus the energy and resources of the whole public sector. Prosperity is not just about material wealth – it is about every one of us having a good quality of life, and living in strong, safe communities. The national strategy sets the aims of this government, and provides clarity for our partners about the changes we want to make in Wales and how we want government and delivery partners to be part of a new approach.

The strategy acknowledges that how we deliver is just as important as what we deliver. In order to make a real difference to people's lives, and the greatest possible contribution to the seven well-being goals, we need to do things differently. Welsh law, through the Well-being of Future Generations (Wales) Act 2015 (the Act), provides a common platform for 43 public bodies across Wales to work in a more sustainable way.

Within the strategy we set out the twelve objectives of government and the steps we propose to take to meet them. These are the revised well-being objectives, replacing the initial objectives published in November 2016. The purpose of this document is to:

- **explain** why we consider that meeting the well-being objectives in the national strategy will contribute to the seven well-being goals for Wales;
- **explain** why we consider they have been set in accordance with the sustainable development principle;
- **set out** the steps we propose to take to meet our well-being objectives in accordance with the principle;
- explain how we propose to govern ourselves to meet our objectives;
- explain how we will keep the steps under review;
- explain how we will involve people;
- **explain** how we propose to ensure that resources are allocated annually for the purpose of taking the steps; and,
- **specify** the period of time that it will take to meet the objectives.

This statement is published under section 7 and 8 of the Well-being of Future Generations (Wales) Act 2015.

**Prosperity for All – the national strategy** can be found here http://gov.wales/programmeforgovernment

# 2 The background to this work

### Well-being of Future Generations (Wales) Act 2015

The Act is about improving the economic, social, environmental and cultural well-being of Wales. It contains seven well-being goals to make Wales a prosperous, resilient, healthier, more equal and globally responsible country with cohesive communities, a vibrant culture and a thriving Welsh language.

These well-being goals are indivisible from each other and explain what is meant by the well-being of Wales.

The Act gives a legally-binding common purpose – the seven well-being goals – for national government, local government, local health boards and other specified public bodies. It details the ways in which these bodies must work, and work together to improve the well-being of Wales.

The Act provides for better decision-making by ensuring that those public bodies take account of the long-term, work to prevent problems occurring or getting worse, take an integrated and collaborative approach, and consider and involve people.

Together, the seven well-being goals and five ways of working provided by the Act are designed to support and deliver a public service that meets the needs of the present without compromising the ability of future generations to meet their own needs.

### The Global Goals (2015)

We are not alone in trying to do things differently. On 1 January 2016, world leaders officially began implementation of the 2030 Agenda for Sustainable Development – the transformative plan of action based on 17 United Nations Sustainable Development Goals. It is through the Act that Wales will make its contribution to the achievement of the Sustainable Development Goals.



#### Taking Wales Forward 2016-2021

In **Taking Wales Forward 2016-2021** we set out the four areas where the Welsh Government can make the biggest difference to the lives of the people of Wales in pursuit of the national goals, now and in the future.

Our aim is to create a Wales that is:

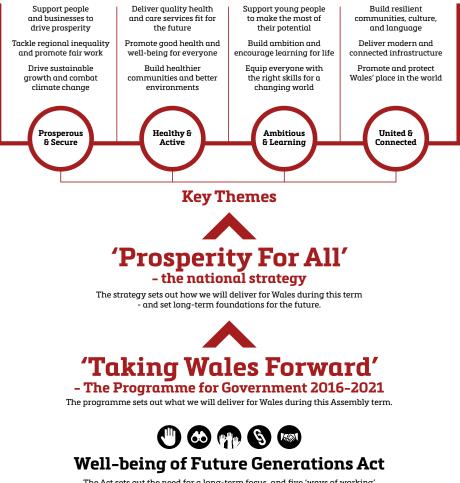
- prosperous and secure;
- healthy and active;
- ambitious and learning; and
- united and connected.

In November 2016 we published an initial set of well-being objectives designed to contribute to the seven well-being goals for Wales. These were then tested and developed as part of the strategy work.

#### Prosperity for All - the national strategy (2017)

On 19 September 2017 we published **Prosperity for All – the national strategy**. The strategy takes the key commitments from Taking Wales Forward, and places them in a long-term context, setting out how they fit with the work of the wider Welsh public service to lay the foundations for achieving prosperity for all.

#### Well-being Objectives



The Act sets out the need for a long-term focus, and five 'ways of working' to guide the Welsh public services in delivering for people.

# 3 The approach

The publication of **Prosperity for All:** the national strategy signals a new approach and one that forms the basis for all that we will do over the course of this government term.

When we published **Taking Wales Forward 2016-2021** we recognised the need to work across traditional boundaries and find ways to maximise our impact, and that of the full range of our delivery partners.

We recognised that being in government means taking tough choices; ongoing austerity and the United Kingdom's exit from the European Union provide further challenges. We must focus our efforts on those areas where, with the powers and levers we hold, we can have the biggest impact and make the greatest contribution to the well-being goals.

We have drawn on information about Wales and its people, and wider trends affecting Wales' economy, society, environment and culture to understand the challenges we face. This information highlights the issues we need to address and where we as a government should focus our attention to make an impact. Evidence is drawn from those sources that provide information at a national level and are cross-cutting, including:

- census of population;
- National Survey for Wales;
- Welsh Index of Multiple Deprivation;
- Future Trends report;
- National Indicators for Wales (measuring the seven well-being goals); and
- assessments of local well-being by Public Services Boards.

To develop the strategy we needed to:

- 1. Understand our relationship to the seven **well-being goals** for Wales (see section 4);
- 2. Understand the current and future context for Wales;
- 3. Develop our work in the context of the Programme for Government, **Taking Wales Forward 2016-2021** and the initial well-being objectives published November 2016;
- 4. **Review and revise** our well-being objectives into a single set of government objectives to direct our work and our work with delivery partners, ensuring that the Act was at the heart of government (see section 6);
- 5. Engage with delivery partners (see section 5);
- 6. Develop a strategic approach to **appraising** our work in the context of our legal and policy obligations;
- 7. Identify the **steps** we propose to take to meet our objectives; and
- 8. Develop our approach to working differently.

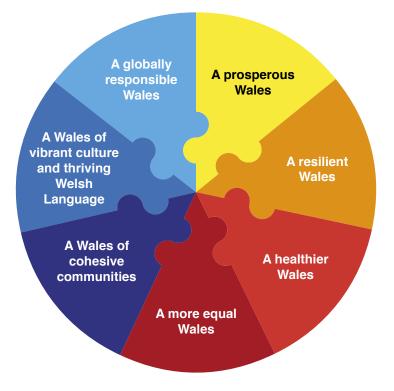
### 4 The Welsh Government and the well-being goals for Wales

Our contribution to the well-being goals reflects the areas we are responsible for, and where we can have the biggest impact as a government and with our delivery partners. Our well-being objectives and proposed steps have been designed in this context.

The Welsh Government is elected by the people of Wales to deliver a programme of government. This involves making decisions and ensuring delivery on the areas devolved under the Government of Wales Act 2006 and other relevant legislation. We do this by:

- developing and implementing policies;
- setting up and directing delivery and governance in key areas, such as local government and the NHS in Wales;
- proposing Welsh laws (Assembly Bills) and making subordinate legislation (e.g. regulations and statutory guidance); and
- funding Welsh Government Sponsored Bodies.

The areas devolved under the Government of Wales Act 2006 and other relevant legislation set the scope for our contribution to the well-being goals. Whilst the seven well-being goals are designed to be generational, the Welsh Government has been elected to serve a government term. This requires us to balance the need to make improvements to the well-being of Wales and its people between 2016-2021 with the need to contribute to the Wales We Want by 2050. Our approach to maximising our contribution to the well-being goals has been to identify those areas where the use of our powers and levers can make a real improvement over this government term, and where concerted action across government and with our delivery partners can have the most impact.



# 5 Working in a sustainable way

**Prosperity for All – the national strategy** represents a commitment to a new way of working: one that recognises the challenges we face today, the Wales we want for the future, and the steps we need to take to make it a reality.

To take Wales forward in a way that meets the needs of the current population, without compromising the ability of future generations to meet their own needs, requires us to work differently. The Act states five key ways of working that both we, and 43 other public bodies, are obligated to take account of. Our work to develop the strategy and identify a set of government objectives has been framed by these ways of working.



### Taking an integrated approach

The issues we face can only be tackled through new ways of working, including joined-up programmes which reinforce and build on what people and communities are doing for themselves.

The key features of this approach include:

- Early commitment to developing a cross-cutting approach as part of the strategy work.
- Acknowledging that government is complex and the importance of greater policy integration.
- Taking a life-course approach, recognising that people do not live their lives by policy boundaries, or by the public services they receive.
- Understanding what other public bodies' well-being objectives are.
- Shifting to a 'whole of government approach', with integrated objectives and priority areas.
- Identifying steps that are about working in a more integrated way (e.g. health and social care, public transport).
- Focusing on five priority areas to integrate these services and programmes more effectively.

#### Looking to the long term

Through **Prosperity for All – the national strategy** we will work with the people of Wales, and will bring our combined efforts to bear on the most fundamental challenges the nation faces.

The national strategy and government objectives recognise these challenges, including those faced by individuals. The strategy highlights the importance early intervention can have long-term effects on people's lives.

Key features of this approach include:

- Understanding the current backdrop of ongoing austerity and the United Kingdom's withdrawal from the European Union.
- Development of the Future Trends Report for Wales to help us better understand the long term trends affecting Wales and its people.
- Insight from the assessments of local well-being by Public Services Boards which also look to the long term.
- Identification of long-term challenges faced by Wales and its people.
- Identification of five areas which emerged as having the greatest potential contribution to long-term prosperity and well-being.

#### Involvement

Development of the strategy has built on **Taking Wales Forward 2016-21** and work that Welsh Government has undertaken to involve people in the services and policies that matter to them. It will continue to be part of our approach as we shape our response in the five priority areas.

Key features of this approach include:

- Continuing dialogue with delivery partners and stakeholders, work on the strategy was discussed. This will develop further in the coming months.
- Insight from the assessments of local well-being carried out by Public Services Boards, and subsequent work on well-being objectives by public bodies provided important insight into the sustainability issues at the local level, and the priorities for public bodies.
- Permanent Secretary engagement with over 1000 staff across the Welsh Government this dialogue will continue as we move into implementation.
- Work on the Valleys Taskforce and its innovative approach to involvement provides insight into how best to engage citizens in the issues that affect them.

We propose to build on this work and develop a more joined-up approach to involvement, engagement and consultation reflecting the intent behind the national strategy. This will build on well-established principles for working with communities and engagement such as the National Principles for Public Engagement.

#### Collaboration

Welsh Government works closely with its delivery partners to improve the well-being of Wales and its people. Many of the objectives and steps identified in the strategy will require our partners to change what they are doing. In some cases shape their actions to align to the government's objectives. At the heart of this strategy is a recognition that public services and third sector partners want to work together towards common objectives, to focus on the needs of people, at all stages of their lives and in all parts of Wales.

Key features of this approach include:

- Recognising that barriers to collaboration exist and commit to breaking these down to ensure a better way of working.
- Building on the work of the Public Service Boards as a means of collaboration with key partners, and support them to develop local well-being plans.
- Recognising that the right balance of skills and opportunities can only be delivered through partnership between schools, colleagues, university, businesses and the third sector.
- Identifying steps that adopt a collaborative approach from all agencies involved (e.g. promoting healthier lifestyles, educational attainment, innovative care delivery model).
- Focusing on five priority areas to help integrate public services and programmes better, and give clear direction to our partners.

Welsh Government is committed to recognising and promoting the third sector and its contribution to the long term economic, social and environmental and cultural well-being of Wales, and its people and communities. The Third Sector Scheme Annual Report 2015-16 provides an overview of the Welsh Government's engagement with the Third Sector in 2015-16, and looks forward to 2016-17.

During the course of developing the strategy we published a White Paper for consultation setting out a new relationship between national and local government. One where there is a mutual understanding and recognition of respective roles and interest, and where all partners are given the space to maximise the positive impact they have through working with citizens on mutually agreed agendas. The Act set the context for the White Paper, and recognises there are legitimate roles for local communities, local authorities, regional bodies, and national governments in 'place shaping'.

We are also considering the way in which the relationship between the Welsh Government and its arms-length bodies can better reflect the principles of the Act.

Those public bodies subject to the Act have published their well-being objectives, setting the contribution each can make towards the well-being goals. This provides a strong platform for collaboration across the public sector and we are engaged with bodies to explore these opportunities.

#### Prevention

Our well-being objectives have been designed to prevent problems from occurring or getting worse. They represent the areas where we need to work with partners to break down barriers, focus on the transition between services and understand the changing needs of people through the various stages of their lives, both now and in the future, wherever they live in Wales.

Key features of this approach include:

- A clearer focus on preventing ill health, improving emotional resilience and reducing the levels of homelessness.
- Recognising that prevention plays a major part in avoiding issues, and that when crisis strikes, acting swiftly to provide a strong safety net, and get people back on their feet as soon as possible is needed.
- Identification of priority areas where it has been shown that early intervention – tackling the root causes, rather than treating symptoms – is the best approach.
- Recognition that, too often, barriers between different services and organisations stand in the way of a truly preventative approach.
- Commitment to take significant steps to shift our approach from treatment to prevention.

# 6 Our government objectives for 2016-2021

The Welsh Government has a critical role to play in helping Wales make progress towards a prosperous, resilient, healthier, more equal and globally responsible Wales, with cohesive communities, and a thriving culture and vibrant Welsh language.

#### Our initial well-being objectives

In November 2016 we published our initial well-being objectives and committed to review these as part of developing a national strategy. The revised well-being objectives deliver a single set of cross-government objectives at the heart of government and provide a real opportunity to drive delivery of the Act.

### Reviewing and revising our well-being objectives

The development of **Prosperity for All – the national strategy** was the vehicle for testing the well-being objectives.

Feedback from stakeholders on the initial set identified a desire for a smaller set, better prioritisation, and detail on the steps that the government will take. Many also wanted to ensure that the well-being objectives were not seen as an 'add-on' but were genuinely at the heart of government. This reflects the intent behind the legislation, the journey in Wales through the previous sustainable development duty, and the commitment to make sustainable development the central organising principle.

We considered whether a smaller number of objectives would be of benefit, but given the range of responsibilities the government has, we wanted to ensure that the benefits of embedding the Act reached across government, and fully reflected the cross-cutting ambition of this government.

#### Well-being objectives

In the national strategy document there are 12 objectives of government. These are our revised **well-being objectives** and are set for the remainder of the period 2016-2021 (this government term).

The well-being objectives are:

- **01** Support people and businesses to drive prosperity
- **02** Tackle regional inequality and promote fair work
- **03** Drive sustainable growth and combat climate change
- 04 Deliver quality health and care services fit for the future
- **05** Promote good health and well-being for everyone
- 06 Build healthier communities and better environments
- **07** Support young people to make the most of their potential
- **08** Build ambition and encourage learning for life
- 09 Equip everyone with the right skills for a changing world
- **10** Build resilient communities, culture, and language
- **11** Deliver modern and connected infrastructure
- 12 Promote and protect Wales' place in the world

A comparison against the 2016 well-being objectives can be found in Annex A.

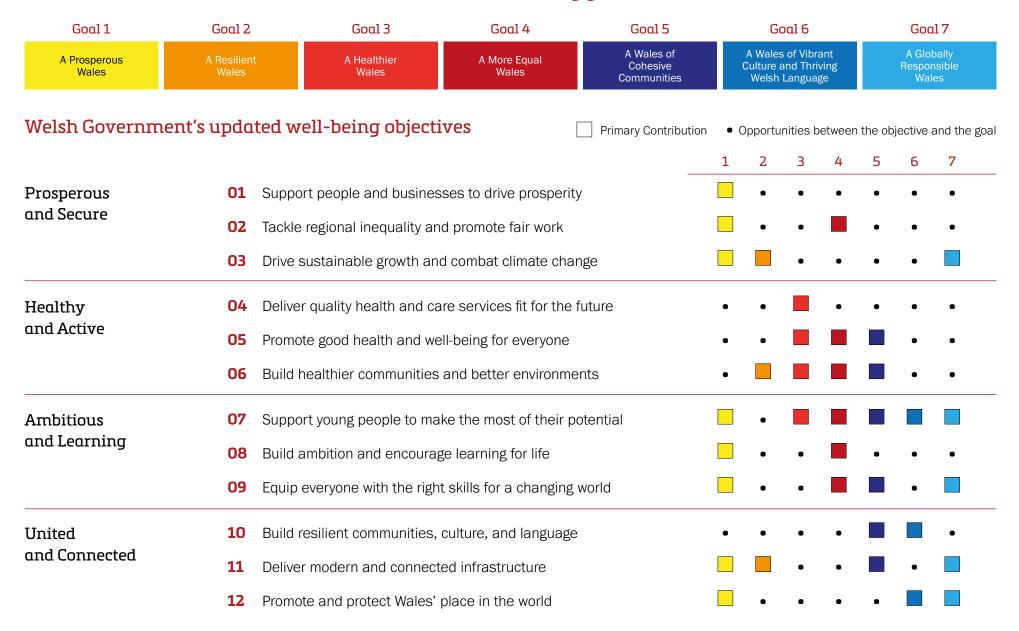
#### Our proposed steps

Each objective is accompanied by individual steps which we propose to take. There are specific steps spread across the 12 well-being objectives. These are not repeated in this document. Please read **Prosperity for All – the national strategy** to see the individual steps. This can be found here http://gov.wales/programmeforgovernment.

#### Maximising our contribution

The well-being objectives and steps we propose to take to meet them in accordance with the sustainable development principle, and supporting rationale, can be found in **Prosperity for All – the national strategy**. Our well-being objectives are focused on a Wales that is healthy and active, prosperous and secure, ambitious and learning, and united and connected. To achieve this, additional cross-government priority areas have emerged as having the greatest potential contribution to long-term prosperity and well-being; Early Years, Mental Health, Skills and Employability, Housing and Social Care.

The table overleaf illustrates where we consider that our well-being objectives make a primary contribution to each of the well-being goals and associated description although we will be maximising the contribution across a wide range of objectives. This relationship and the associated table will develop as we move into implementation.



#### Table 1 : The Welsh Government's contribution to the well-being goals

# 7 Governance and resourcing

The focus of the government is now on implementing the national strategy.

### Central organising principle

Sustainable development remains the central organising principle of the Welsh Government as first established in the Government of Wales Act and required by the Well-being of Future Generations Act. This is about how the organisation improves the economic, social, environmental and cultural well-being of Wales by taking action in accordance with the sustainable development principle, aimed at achieving the well-being goals. For further information see 'How we work' http://gov.wales/about/ civilservice/how-we-work/

#### Governance

The Welsh Government is the devolved government for Wales and has responsibility for a wide range of matters which affect people's lives.

The Welsh Government Permanent Secretary has given her commitment to giving leadership at official level to implementing the national strategy within the organisation. She has made clear to all the staff in the Welsh Government the importance which she attaches to working in accordance with the provisions of the Act. She has ensured that there are mechanisms at senior level for co-ordinating activities and reporting back to her Board.

The Welsh Government Consolidated Accounts 2016-2017 provides detail on how the Welsh Government is governed, including detail on the systems, processes, culture and values by which the Welsh Government is directed and controlled. This can be found here http://gov.wales/ about/civilservice/how-we-work/facts-figures/ourfinance/welshgovernment-consolidated-accounts/?lang=en. Governance arrangements will evolve as the Act is embedded – this includes the role of the Board, systems and processes and ways of working. Work with delivery partners will be critical to achieving the well-being objectives.

### Resourcing

#### People

The civil service is the non-political administration that supports Welsh Government Cabinet Secretaries and Ministers. Civil servants are expected, amongst other things, to put the principles of sustainable development at the heart of everything they do, focusing their work on enhancing the well-being of Wales.

A new future-proofing initiative is focused on building a strong, skilled and sustainable civil service for the Welsh Government that is properly equipped to support Ministers and help them deliver their objectives. It aims to ensure that capability, confidence, leadership and resilience are in place to meet the exceptional set of challenges ahead and to give a strong foundation for the future. It will involve civil servants at all levels in building an inclusive, high-performing culture that is genuinely collaborative and focused on outcomes – reflecting the commitment to the well-being of future generations.

Learning and development programmes are being revised to make sure investments are in the right skills, more innovative and pro-active approaches to exchanges and secondments are being explored; progression arrangements are being considered; and performance management and appraisal processes are being improved. The futureproofing work is a long-term approach and will be the focus for continuous improvement during 2017-18 and beyond.

#### Budget

The Welsh Government has an annual budget of around £14bn net of  $\pounds$ 1.8bn income, The Welsh Government Consolidated Accounts 2016-17 report, published last month provides information on how the government allocates its resources.

With reducing budgets it is more important than ever that we maximise the impact of the resources available to us to deliver our objectives. We acknowledged then that embedding the principle of the Act in our Budget planning would be an evolutionary process and would develop over a number of years.

We have looked to strengthen our Budget preparations this year to ensure the Act has a growing impact. This has included Ministerial discussions at all stages of this year's Budget planning process featuring consideration of the five ways of working in developing detailed portfolio spending plans.

In developing our plans for the 2018-19 Draft Budget we have taken a whole-government perspective to review alignment of plans to the national strategy, Prosperity for All – the national strategy, and maximised opportunities to join up activity across portfolios and programmes to meet our objectives. Details on specific budget allocations will be set out in the 2018-19 Draft Budget.

We continue to develop our approach to budgeting, to seek to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs. We are working with the Future Generations Commissioner on the practical implications, with a particular focus on the areas of participatory budgeting, decarbonisation and procurement.

#### **Progress to date**

Changes in response to the Act have included:

- Awareness Delivered an awareness campaign prior to the duty coming into force for all staff.
- **Sharing** Shared our experience of developing objectives and steps with other public bodies subject to the Act.
- **Support** Worked with Public Services Boards in preparing their local well-being assessments.
- **Business Planning** Improved the way in which teams can plan, manage, monitor and report on the work they do to provide better coherence and integration, better understand the relationship to the well-being goals, and how the five ways of working can help teams plan their work.
- **Performance Management** Changed the performance management discussions between staff and line manager to improve the link to the government's objectives and the well-being goals.
- **Integrated impact** Developed a more integrated and strategic approach to appraising the impact of what we do using the Well-being goals and ways of working as a useful framework.
- **Remit letters** Looked at how remit letters can be used to drive the change needed by the Act.
- **Relationship with arms-length bodies** considering the way in which the relationship between the Welsh Government and its arms-length bodies can better reflect the principles of the Act.

Work will continue to embed the Act in how we work. This will evolve over time as new opportunities emerge.

# 8 Planning, monitoring and reporting

The strategy and associated government objectives and steps form the basis for all that we will do over the course of this government term. It creates a single framework for testing and shaping our decisions, enabling a genuine model of crossgovernment working.

The Welsh Government is improving the way in which teams **plan**, **manage**, **monitor and report** on the work they do to provide better coherence and integration, alignment to the well-being objectives, and how the five ways of working can help teams plan and deliver their work.

#### Planning

How the civil service plans its work provides opportunities to improve integration across government, support alignment and collaboration. It can also enable the ways of working to be embedded and change how teams forward plan their work.

The Welsh Government has already changed the approach to business planning to support the implementation of the Act. Following publication of the national strategy, changes will support alignment to the delivery of the strategy and associated well-being objectives and steps. This will help to better identify opportunities across the government, and support better coherence in our delivery.

### Monitoring

Welsh Government will monitor the steps taken towards the well-being objectives as part of the work on the strategy through the use of existing systems, business planning, evidence and evaluation.

### Reporting

Welsh Government will communicate success when it happens and on a regular basis, in the context of the national strategy. The government has made a commitment to reduce the number of performance indicators collected to change the relationship with local government, and this should also apply to how Welsh Government collects data on performance.

#### Keeping the objectives under review

The First Minister has committed to communicating progress on a regular basis. The government is committed to providing evidence of the impact that we have made and will review the national strategy at mid-term as part of keeping the objectives under review.

Welsh Government will continue to use evaluation as a means of checking whether policies and programmes are effective and provide good value for money.

#### Measuring Wales' progress against the goals

#### **National Indicators of Wales**

In March 2016 a set of 46 national indicators were laid before the National Assembly for Wales. These are designed to measure the progress being made at a national level against the seven well-being goals. Whilst the indicators are set by Welsh Ministers they reflect the whole of Wales and will enable us to understand the contribution made by all.

The National Indicators for Wales are not designed to measure the performance of a specific body such as the Welsh Government, but they can provide relevant contextual information and evidence for the Welsh Government's well-being objectives and associated steps.

#### Annual well-being report

An annual well-being report will be published under the Code of Practice for Official Statistics after each financial year. The report will focus on the collective progress of our national indicators towards the seven well-being goals. This will be published on 25 September 2017 and can be found here http://gov.wales/statistics-and-research/well-being-wales

### 9 Annex A Appraising our objectives (November 2016 to September 2017)

This table compares the initial well-being objectives from 2016 and the updated well-being objectives.

Welsh Government's well-being objectives		1	2	3	4	5	6	7	8	9	10	11	12	13	14
01	Support people and businesses to drive prosperity							•				•			•
02	Tackle regional inequality and promote fair work					•						•			•
03	Drive sustainable growth and combat climate change									•		•			
04	Deliver quality health and care services fit for the future	•						•	•						
05	Promote good health and well-being for everyone										•		•		
06	Build healthier communities and better environments				•			•							
07	Support young people to make the most of their potential				•		•				•	•			
08	Build ambition and encourage learning for life														
09	Equip everyone with the right skills for a changing world						•		•						
10	Build resilient communities, culture, and language		•				•								
11	Deliver modern and connected infrastructure				•							•	•	•	
12	Promote and protect Wales' place in the world											•			

Illustrates where the updated well-being objectives (2017) addresses the same issues covered by the previous well-being objectives (2016).

Illustrates where there may be a potential for the well-being objectives (2017) address the same issues covered by the previous well-being objective.

#### Well-being objectives (November 2016)

- 1 Create conditions to give every child the best start in life.
- 2 Improve education outcomes for all and reduce the gap in outcomes for different groups.
- 3 Help people live healthy and independent lives, tackle poverty and inequality and support a healthy workforce.
- 4 Improve prosperity for all across Wales, helping people into employment and sustaining jobs.
- **5** Create the conditions for people to learn and use the Welsh language with their families, in their communities and in the workplace.

- **6** Support the transition to a low carbon and climate resilient society.
- **7** Connect communities through sustainable and resilient infrastructure.
- 8 Support safe, cohesive and resilient communities.
- **9** Improve access to secure, safe, efficient and affordable homes.
- **10** Foster conditions for sustainable economic development and employment, whilst stimulating innovation and growth for a modern low carbon economy.

- **11** Promote and enhance the culture and heritage of Wales.
- **12** Manage, use and enhance Wales' natural resources to support long-term wellbeing.
- **13** Facilitate high quality, responsive and better integrated public services, to those that need it most, enabling citizens to be an equal partner.
- **14** Position Wales as an internationally focused, ambitious country engaged and connected to the wider world.