

Cardiff PSB's draft well-being objectives and steps (2023-28)

Advice of the Office of the Future Generations Commissioner for Wales

21st September 2022

Thank you for sharing your draft objectives and steps with us on 21st July 2022.

Through the statutory 14 week consultation period with our office, we've discussed the ways of working at length and welcome your reflection on them. We agreed on the importance of the PSB being confident the ways of working are being applied and discussed how you might ensure the PSB's delivery groups are thinking, acting and applying the ways of working at the granular level.

With this in mind we've set out our draft advice to you in relation to the 5 ways of working.

Collaboration

From our discussions, it's great to hear how collaboration is helping to drive some of your approach in Cardiff, particularly with the Vale of Glamorgan PSB, the Regional Partnership Board (RPB) and your PSB member organisations. It's clear how important collaboration is for your PSB to help you achieve the 'collaborative advantage' and drive change in your area.

Many of the priorities you have shared with us are ambitious and broad in scope. For example, *'Work to ensure that every child and young person has their voice, needs and priorities heard and taken into account when planning and delivering joint services...'*

Steps like these will require a strong partnership approach that goes beyond the PSB partners. Building on your collaborative approach to date, we encourage you to consider who else you might need to be collaborating with to better understand and tackle the challenges in your area, such as representatives from the voluntary sector, academia etc.

It will also be worthwhile identifying any collaborative options that would help cut across organisational boundaries (and potentially sectors) and drive change. For example, co-locating staff, breaking down traditional structures, arranging job-swaps and secondments and pooling resources. We also encourage you to think about the PSB's role in facilitating the broad, larger scale conversations that might be needed for some of your objectives. This is to help ensure the work isn't being delivered in silos and that it is seeking to bring people together to ensure join-up.

Integration

We've discussed the number of priorities you have identified. As set out, our initial view was that the list you shared with us (57 priorities) was a lot, particularly as many other PSBs are focussing on fewer steps. Through our discussions, you outlined your reflection and reasoning on the priorities you've identified, and your confidence in them being the right areas of focus for your area.

While there is a good balance between proposed actions that are broad, specific or somewhere in-between, some of the proposed steps currently read more like objectives and it remains unclear what the specific 'action' is or might be. For example, *'Improve end of life care for all ages'* and *'Aim to double the number of Welsh speakers in Cardiff by 2050'*.

However, we appreciate you will be working on this detail and it's positive to see some of the steps in your draft plan and the potential impact they could have. For example, the step to help tackle health inequalities in the wake of the pandemic and current cost-of-living-crisis, which includes *'Improve childhood vaccination/ immunisation uptake in Cardiff and the Vale, particularly in the most*

deprived communities/ socio-economic groups, through delivering a data-led, targeted approach' and 'Improve uptake of bowel screening'.

The Act states that well-being objectives should be integrated, i.e. you should consider how an objective impacts or could impact on each of the well-being goals. Given the breadth of action you have outlined, it would be helpful to understand how you're considering this and the interconnections between your objectives and steps? This can help inform your decisions about what the most effective steps might be and who might need to be involved.

For example, are there opportunities for integration between the various actions set out under your objectives on 'Children and Young People', 'Older People' and 'Vulnerable Adults' and 'Health and well-being' that could potentially interconnect and support each other? Are there opportunities for integration on your step to tackle loneliness and the action you're proposing elsewhere on preventative approaches, increasing levels of citizen engagement, children and young people, older people, physical activity and increasing the number of Welsh speakers?

Exploring how the four dimensions of well-being can be incorporated into or used to support your priorities is helpful to understand how, for example, the role of culture or the natural environment can be utilised to help address loneliness and isolation in your area.

From the information shared, it would also be helpful to understand which proposed steps are new commitments collectively developed through the PSB, and which steps might be existing activities member organisations might be leading on anyway, irrespective of the PSB? This isn't entirely clear from the information shared. It will also be important to identify the activity ongoing across the partner organisations to understand the contribution they may already be making to your proposed objectives and steps, and how it might need to adapt to help your PSB drive change in its area.

Our '[Future Generations Framework](#)' is a helpful resource for further consideration of how you can ensure the action you're proposing is integrated.

Thinking, planning and acting for the long-term

In our initial meeting, you discussed the challenge of planning and acting for the long-term when there are such significant challenges on public services in the here and now.

While understandable, we stress 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're encouraging all PSBs to have a clear, long-term vision you're collectively trying to shape and work towards. This can help you better frame your objectives and steps and provide a line of sight to your priorities. This should include consideration of the work of other organisations in your area (and PSB) who are seeking to better understand the longer-term picture. For example, [NRW's Nature and Us programme](#) on the future of the Welsh national environment (2050).

From our work with PSBs across Wales, we've recognised those embedding a co-productive way of working with communities are also having good quality conversations about the longer-term. To give one example, Cwm Taf Morgannwg PSB ran a futures exercise with young people in helping develop their well-being assessment. While it represented a relatively small step for the PSB overall, participants were taken on a journey through various tools starting with "*dreaming big*" and

developing positive “*seeds of change*” to “*spark positive and energetic conversations about a positive future*” from which to build.

As you finalised your own well-being assessment in May 2022, you shared the ‘*Cardiff Tomorrow: a report on the impact of projected trends within Cardiff*’ report with us. It would be helpful to understand how this has been considered in relation to your draft well-being plan? For example, it highlights the significant changes to population projections for Cardiff where instead of a projected population of 444,668 in 2039 (2014 figures), the population of Cardiff is now predicted to be approximately 386,225 in 2039. While projections are uncertain, this represents a significant difference with potential implications for the planning and action you’re proposing to take.

While it’s great to see some of the steps and action being proposed within your draft plan, the wording of some steps does appear to be focussed primarily in the here and now. For example, it’s reassuring to see the proposed step to ‘*Continue to lead a partnership response to Covid-19*’ but are there opportunities to consider what the medium to long-term ambition might be? And, could the proposed step be more future focussed in relation to recovery and preparedness for any potential future threats, based on what partners have learnt since 2020?

Setting different timeframes within the plan can be a helpful way to be clearer on the actions and outcomes you’re seeking to achieve in the short, medium and longer-term. For example, you may focus on particular steps for a limited period, which can be expanded if an evaluation deems progress is being made. Likewise, if progress is not being made, you can explore the reasons for this and any barriers or tensions that may exist, and any action you can take to remove them. Through our conversations with other PSBs, we’re seeing some adopt this approach.

If you are finding ‘long-term’ to be a challenging area, we would encourage you to reflect on this within your final plan and/or with our office directly. This would be helpful for our office, Welsh Government, Public Health Wales, NRW and others as we continue to work together to help identify ways we can support PSBs (and public bodies) with futures and foresight over the next 5 years.

Prevention

It’s noticeable how much the term ‘prevention’ has been used and referred to in our recent conversations with PSBs and it’s reassuring to see there’s a strong focus on it within your priorities.

We want to see PSBs exploring how they break cycles and dig deeper into data to better understand the causes and effects of key issues and trends to inform the action they’re proposing to take. Being clear on the root causes of issues, as opposed to the symptoms, will help you identify what the most effective preventative measures might be and when and where to intervene.

We appreciate you might not know the full picture yet, but your recently published well-being assessment should be helping your PSB understand what it is you are trying to prevent. If not, we recommend you identify what other information or data you might need to help achieve this. For reference, we have included a useful definition of the different types of prevention below:

- 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.

Involvement

In our feedback to your draft well-being assessment (February 2022), we highlighted that it relied heavily on quantitative data but less evident was the inclusion of qualitative information (such as the views and experiences of residents). It's therefore particularly positive to see the proposed step to *'Increase levels of citizen engagement in decision making, particularly from civically disengaged groups and young people, exploring a joint approach to citizen engagement and consultation'*.

To help your PSB facilitate conversations about well-being, we remind you that a move towards a more co-productive way of working is considered good practice and the [Co-production Network for Wales](#) can help you develop your practice and understanding in this area.

Involvement and co-production practice are ways of working which require specific skills and an investment of time and resource for staff to develop these skills is essential. Accessing the necessary training and support collaboratively is beneficial both in terms of commitment and cost. If not already, we encourage your PSB to invest in joining regional and national forums to share practice, work through challenges in partnership with other PSBs and to learn from one another.

At a decision-making level, your PSB is encouraged to identify where there might be meaningful opportunities to change ways of working in how they continuously involve the people of Cardiff, and the potential benefits of doing so.

Through conversations, many PSBs have voiced concerns that the timescales for the well-being planning process are tight. However, strong involvement and co-production go a long way to help mitigate the pressures experienced in a year in which a statutory well-being planning product is due. And ongoing conversations with your communities is critical, which means involving people throughout the next five years of well-being plan delivery, not just during its development.

Good involvement practice means going back to the same individuals, groups and communities and communicating how their contribution has made a difference, along with next steps and future involvement opportunities. Ultimately, PSBs are encouraged to look at solutions to the challenge of capturing a 'live' picture of local and regional well-being, i.e. the exploration and development of mechanisms to ensure that every time a community conversation is had, there is a way in which the outputs can be used to inform well-being planning and PSB delivery.

The [National Principles for Public Engagement in Wales](#) are a set of ten principles for engaging with the public and service users. The principles aim to guide the way engagement is carried out to make sure it is good quality, open and consistent. All PSBs are encouraged to adopt these principles.

Other comments

- **Addressing the climate and nature emergency**
On 22nd August 2022, we shared NRW's short paper on the potential action and steps PSBs can take to help address the climate and nature emergency. This helpful paper was prepared for our office to share with PSBs, and your local NRW representatives are aware of the work and the actions it sets out.
- **Future Generations Report (2020) recommendations**

The statutory guidance for PSBs states *'in setting its local objectives a board must also take into account the latest Future Generations Report.'* As we have discussed, alongside our final response is an annexe that includes recommendations from the Future Generations Report 2020. You should ensure you are taking these into consideration in respect of your proposed steps.

- **Biodiversity**

While the green infrastructure step includes wording seeking to improve biodiversity, nature doesn't feature particularly strongly in objective G or across any of the other objectives. We encourage you to consider this further and refer you to the recommendations (policy and process) set out in the 'A Resilient Wales' chapter of the Future Generations Report 2020.

- **Regional growth deals, Corporate Joint Committees, and other networks**

In our meeting on 8th August, we noted your comment that the retrofitting of housing will be in the Cardiff Capital Region space. While there can be a tendency to compartmentalise some issues and/or defer to other networks such as the regional growth deals, it's important for the PSB to recognise they can be a key influencer and informer on some areas of work, given their consideration and focus across the four dimensions of well-being.

In the paper prepared by NRW (see above), they are advocating PSBs make clearer connections to their respective growth and [regional economic](#) frameworks across a range of areas such as energy, the economy and skills, and seek to influence these partnerships to take a more 'inclusive' approach to measuring economic success to help reduce the growing socio-economic pressures on biodiversity.

- **Town and Community Councils**

While this hasn't come up in conversation, we remind you that the statutory guidance (SPSF3) sets out that PSBs must ensure Town and Community Councils (which meet the criteria set out in the Act) are fully engaged in the process of identifying local objectives, given they will be required to take all reasonable steps towards meeting those local objectives. Town and Community Councils can also be a useful mechanism for local involvement and collaborative action.

- **Progress since 2017**

It would be helpful to understand if the PSB has a sense of how the collective planning and action you're taking now is different to your first well-being plan (2017). We're encouraging PSBs to include a short reflection on this within their well-being plans.

- **Language and terminology**

For your public consultation, it may be worth considering how accessible the wording and terminology is for some of the proposed steps.

Summary of activity between Cardiff PSB and the Office of the Future Generations Commissioner during the 14 week consultation period

Below is a record of correspondence during the statutory consultation period:

| Date | Activity | Comments |
|---------------------------------|--|--|
| 17 th June 2022 | Email from Cardiff to meet and discuss Cardiff's plans. | <ul style="list-style-type: none"> • Cardiff's consultation with OFGC triggered from this date. |
| 20 th June 2022 | First meeting between Cardiff and OFGC. | <ul style="list-style-type: none"> • Positive first meeting. • Agreed timescales and points of contact. • Update from Cardiff on early thoughts and thinking on objectives and steps. • Some expectations from OFGC shared. • Cardiff agreed to share relevant papers and information. • Ongoing dialogue welcomed and agreed to meet again. |
| 21 st July 2022 | Email from Cardiff with update of partnership working, mapping and workshop details. | <ul style="list-style-type: none"> • Information highlighted scale and complexity of current partnership landscape. • Priorities and objectives being worked on and will be shared with us when developed. • Welcomed opportunity to meet in person soon. |
| 8 th August 2022 | Second meeting between Cardiff and OFGC | <ul style="list-style-type: none"> • Cardiff provided update on progress. • Discussed prioritisation (of objectives/steps) and focus of discussion was on the 'how', i.e. the ways of working. • Agreed to meet in Sept, before OFGC provide final response. |
| 8 th August 2022 | Email from OFGC | <ul style="list-style-type: none"> • Confirming date OFGC would share initial feedback, date for third meeting (15th September) and final response date (23rd September). |
| 22 nd August 2022 | Email from OFGC | <ul style="list-style-type: none"> • Shared NRW's paper on the proposed action PSBs can take to help address the climate and nature emergency. |
| 1 st September 2022 | Email from OFGC | <ul style="list-style-type: none"> • Draft advice from OFGC shared with Cardiff. |
| 15 th September 2022 | Third meeting between Cardiff and OFGC | <ul style="list-style-type: none"> • Cardiff provide update. • Talked through OFGC draft advice. |
| 21 st September 2022 | Email from OFGC | <ul style="list-style-type: none"> • Formal advice from OFGC issued. |