

# **NEATH PORT TALBOT COUNTY BOROUGH COUNCIL**

## **Council**

**15th March 2017**

### **Report of the Head of Corporate Strategy and Democratic Services – Mrs. Karen Jones**

#### **Matter for Information**

#### **Wards Affected:**

All

#### **Public Services Board - Wellbeing Assessment**

#### **Purpose of the Report**

1. To present the Wellbeing Assessment prepared by the Neath Port Talbot Public Services Board.

#### **Executive Summary**

2. Section 36 of the Wellbeing of Future Generations (Wales) Act 2015 places a duty on public services boards to:

*“improve the economic, social, environmental and cultural well-being of its area by contributing to the well-being goals (s36[1]).*

3. A public services board's contribution to the achievement of the goals must include (s36[2]):
  - Assessing the state of economic, social, environmental and cultural well-being in its area;

At its inaugural meeting, the Public Services Board established a sub-group, chaired by the Head of Corporate Strategy and Democratic Services, NPTCBC, to explore how the assessment might be prepared. The Board directed that the approach to the assessment should seek to avoid duplication with existing or other planned work of a similar nature.

The Wellbeing of Future Generations (Wales) Act 2015, s37 sets out the requirements for well-being assessments to be prepared and published by public services boards.

4. There are three layers to the Well-being Assessment:
  - i. A technical layer – this represents the source evidence that was drawn upon to carry out the assessment of well-being. It consists of both secondary (eg Local Development Plan) and primary (Miller report) research. All of this technical detail is available on-line;
  - ii. A suite of downloadable summaries – the evidence has been summarised into the four pillars of cultural, social, environmental and economic well-being for the whole of the Neath Port Talbot area. Additionally, a summary of well-being for each of the eight community areas has been developed. These are available as downloadable summaries; and
  - iii. A suite of web pages – the website describes the assessment of wellbeing that has been carried out for the whole area and each community area at a high level, seeking to draw out the main narrative that describes well-being across the county borough.
5. Following completion of the Wellbeing Assessment the Public Services Board is required to prepare a Well-being Plan by early May 2018. The Well-being Plan will require approval by the Council and the parent bodies of the three other statutory partners.
6. In preparing its well-being assessment, the Public Services Board must consult with a number of stakeholders as prescribed in the Act.

## Background

7. Section 36 of the Wellbeing of Future Generations (Wales) Act 2015 places a duty on public services boards to:
8. “improve the economic, social, environmental and cultural well-being of its area by contributing to the well-being goals (s36[1]).
9. A public services board’s contribution to the achievement of the goals must include(s36[2]):
  - a) Assessing the state of economic, social, environmental and cultural well-being in its area;
  - b) Setting objectives (local objectives) that are designed to maximise its contribution within its area to achieving those goals; and
  - c) The taking of all reasonable steps by members of the board (in exercising their functions) to meet those objectives.
10. Anything a public services board does under this section must be done in accordance with the sustainable development principle (s36[3])”(Appendix 1).
11. At its inaugural meeting, the Public Services Board established a sub-group, chaired by the Head of Corporate Strategy and Democratic Services, NPTCBC, to explore how the assessment might be prepared. The Board directed that the approach to the assessment should seek to avoid duplication with existing or other planned work of a similar nature.
12. Two workshops, involving statutory members of the Public Services Boards and wider partners took place on 21st July 2016 and 17th August 2016 where options for undertaking the work were explored. Additionally, meetings with Welsh Government officials and an official from the Future Generations’ Commissioner’s Office took place to clarify expectations of the exercise. Research was also undertaken to explore how other public services boards are approaching this task.

## **Legal Requirements - Well-being Assessments**

13. The Wellbeing of Future Generations (Wales) Act 2015, s37 sets out the requirements for well-being assessments to be prepared and published by public services boards. In summary, the Public Services Board must:
  - Prepare and publish an assessment of the state of economic, social, environmental and cultural well-being in its area by 5th May 2017;
  - The assessment must set out the community areas that comprise the area of the Board and include an analysis of the state of well-being in each community area and in the area as a whole;
  - Include predictions of future trends in the economic, social, environmental and cultural well-being of the area;
  - Refer to any national indicators published under s10 of the Act;
  - Include analyses of categories of persons determined by the Board by reference to: vulnerability; disadvantage; protected characteristics as defined in the Equality Act 2010; children under the age of 18; young people entitled to support from Social Services; whether the people have need for care and support or provide/intend to provide care and support for people who may need it; any other common factor considered appropriate by the Board, such as Welsh language considerations;
  - The Board must send a copy of its assessment to Welsh Ministers; the Future Generations Commissioner; the Auditor General for Wales; the local authority's overview and scrutiny committee (which was determined by Council to be the Policy and Resources Scrutiny Committee in this Council)
14. Before publishing the assessment, the Board must consult persons listed in s38 of the Act. Additionally, the Public Services Board decided at its inaugural meeting that the parent bodies of the statutory

partners would also be invited to endorse the assessment prior to the assessment being published.

15. To ensure the well-being assessment takes into account a wide range of factors affecting well-being, the Board must take into account specific reports when preparing its assessment. These are listed in s 38[3] of the Act and include UK reports on Climate Change; assessments of the sufficiency of nursery education provision, childcare provision, play opportunities; the needs of people requiring care and support and carers; strategic assessments of crime and disorder; strategic assessments of measures to combat substance misuse; and the reduction of re-offending.

### **Defining Well-being**

16. The Act stipulates that public services boards must improve the economic, social, environmental and cultural well-being of its area by contributing to the achievement of the well-being goals (Appendix 1). However, well-being is not in itself defined within the Act.
17. Wellbeing is a growing area of research, yet the question of how it should be defined remains unanswered (Dodge, R., Huyton, J. and Sanders, I. [2012]). Arguably, a precise definition is less important than Public Services Board members having a shared understanding of what we mean by the term “well-being”.
18. Exploring the health and wellbeing of the population of the Neath Port Talbot area is, of course, not a new exercise. The ABMU Health Board (and its predecessor organisation), together with the Council has had a statutory duty to identify health, social care and wellbeing needs and a duty to plan to improve health, social care and wellbeing of the area for many years. The Wellbeing of Future Generations (Wales) Act 2015 repeals s40 of the National Health Service (Wales) Act 2006 where the duties related to health and well-being strategies in Wales is found. The Act also repeals s26 of the Children Act 2004 which required separate plans for children and young people to be created, in partnership. However, new duties contained in the Social Services and Wellbeing (Wales) Act 2014 to undertake a population assessment of people in need of care and support and carers must be

considered in formulating the well-being assessment required under the Wellbeing of Future Generations (Wales) Act 2015.

19. All of this might beg the question “how is the well-being assessment different to what has been done before?”
20. Welsh Government is keen to emphasise that there is a difference. In particular:
21. “...In preparing its assessment of local well-being, a board will have the opportunity to capture the strengths and assets of the people and their communities. Boards should recognise and build on these strengths to help improve the social, economic, environmental and cultural well-being of the area.
22. ...Acting in accordance with the sustainable development principle is integral to the assessment process and doing a deeper examination of the information and data from sources like these will help the board prepare a more rigorous product. They will have to look at the long term, consider what the evidence tells them about how to prevent problems from happening or getting worse...”

(Share Purpose: Shared Future Statutory Guidance on the Well-being of Future Generations (Wales) Act 2015, paras 51 and 52)

23. It was agreed by the Public Services Board that compared with previous assessments undertaken as part of community planning responsibilities, there needs to be greater emphasis on:
  - Taking an **asset-based** approach to the well-being assessment - as compared with former needs assessments which focused more on identifying deficits and gaps that needed to be addressed;.
  - Placing greater emphasis on **preventative work** - although the former Local Service Board had a good record in adopting early intervention and prevention approaches;
  - **Involving** a wide range of people at all stages in the Board’s work – there are again good examples of work undertaken by the former Local Service Board in involving people and

organisations in the Board's work, but often this fell short of co-designing and delivering services;

- Taking a **longer term** view – although the Single Integrated Plan spans a period of 10 years, in practice the focus of work was more short-medium term in nature and there was limited work undertaken to look at future trends;
- Integration and Collaboration – Neath Port Talbot has had a good track record in adopting collaborative approaches across a wide range of activities. The Wellbeing of Future Generations (Wales) Act 2015 strengthens **the link between goals set for the whole of Wales and the objectives set by Public Services Boards for their local area**. Additionally, the Act requires explicit consideration by public bodies identified in the Act of **the wellbeing goals set by other public bodies**. The aim of this is to ensure that the best possible use is made of assets and resources and in particular, that bodies discuss and assess whether there is an implication, or opportunities arising from prioritisation processes. (*Share Purpose: Shared Future Statutory Guidance on the Well-being of Future Generations (Wales) Act 2015, para76*)
- A focus on delivering **outcomes** – a good deal of work was done by the former Local Service Board to define population outcomes that the Board wishes to impact upon. The expectation of Welsh Government is that there will be more proportionately more emphasis on developing plans to deliver on a **small number of outcomes** that are drawn from the well-being assessment, using models such as theory of change models, to demonstrate **causal links between actions and outcomes** sought over the short, intermediate and longer term (*Public Services Boards – guidance on the use of evidence and analysis*).

24. Meetings with Welsh Government Officials confirmed that the requirements have been appropriately interpreted.

## **Defining Community Areas**

25. “The assessment must identify the geographic community areas which comprise the board’s entire area. It is intended that these ‘communities’ are localities within the board’s area which are large enough to show differences between them and have a sense of identity but not as small as electoral wards”.
26. Since official statistics are generally resolved down to the recognised ONS LSOA (Lower Layer Super Output) areas it would make sense for the community areas identified to correspond with multiple LSOAs rather than cut across them.
27. Assessing the well-being of each community is intended to ensure that the differences between the various communities within a board’s area are analysed. The board will have the principles of sustainable development (see SPSF 1) in mind when analysing these differences.
28. Whilst the board may consider aligning these community areas with existing community networks such as a local authority’s ‘neighbourhoods’, primary care clusters or clusters of community councils, the community areas identified for the purpose of the assessment will not necessarily correspond with the community councils within the board’s area.
29. The board will need to look at the state of well-being both at this community area level and for the area as a whole – drawing together this community level analysis with other evidence and analysis to form a view on the overall well-being of the local authority area.
30. For example, the board may consider the well-being of sustainable communities. In doing so the extent to which a community is in poverty, or the position of the Welsh language in these communities, would need to be a consideration.
31. The extent of health inequalities in the area, including households and communities which are living in poverty would also be a consideration, as would considerations such as flood risk and the resilience of ecosystems”

Share Purpose: Shared Future, Statutory guidance on the Well-being of Future Generations (Wales) Act 2015)



32. Options for defining community areas for the purpose of the Act were discussed by the Public Services Board. The options included: Local Development Plan Spatial Areas; School catchment areas; GP Clusters; Middle Super Output Areas; Electoral Wards; Lower Super Output Areas.
33. Having had regard to the statutory and non-statutory guidance, it was considered that Electoral Wards and Lower Super Output Areas are too small for the purposes of this well-being assessment and the preparation of wellbeing assessments for each of these small areas would be overly onerous to produce. GP Clusters and School Catchment areas were regarded as too large to be meaningful to citizens. This would left Middle Super Output Areas or Local Development Plan Spatial Areas for consideration.
34. It was noted that the local authority had only very recently produced the Local Development Plan and that Plan has been subject of extensive consultation and engagement with a wide range of stakeholders. The evidence base for the Plan is robust, having been subject of external enquiry and it is also current. Furthermore, there is an expectation in the Wellbeing of Future Generations (Wales) Act 2015 that there will be a clear link made between LDPs and Wellbeing Plans.
35. Consequently, so as to avoid duplication, and to ensure alignment between two major plans that seek to impact upon the well-being of the area, it was agreed by the Public Services Board that the LDP spatial areas be identified as the Community Areas for the purposes of the well-being assessment.

### **Involving and Engaging People in the development of the Well-being Assessment**

36. In the earlier part of this report, the duty placed upon Public Services Board to embrace the sustainable development principle has been referred to on a number of occasions. The Welsh Government made available a grant of £50,000 for collaborative work across the Neath Port Talbot, Bridgend and Swansea areas. A specification was developed by the three local authorities and their partners to procure

external support to gain insight into people's perception of their well-being to inform the well-being assessment.

37. The contract was awarded to Miller Research Ltd who undertook qualitative research that has informed the development of the Wellbeing Assessment.

### **Structure of the Well-being Assessment**

38. There are three layers to the Well-being Assessment:
- A technical layer – this represents the source evidence that was drawn upon to carry out the assessment of well-being. It consists of both secondary (eg Local Development Plan) and primary (Miller report) research. All of this technical detail is available on-line;
  - A suite of downloadable summaries – the evidence has been summaries into the four pillars of cultural, social, environmental and economic well-being for the whole of the Neath Port Talbot area. Additionally, a summary of well-being for each of the eight community areas has been developed. These are available as downloadable summaries; and
  - A suite of web pages – the website describes the assessment of wellbeing that has been carried out for the whole area and each community area at a high level, seeking to draw out the main narrative that describes well-being across the county borough.
39. The format allows the assessment to be modified over time.

### **Consultation**

40. In preparing its well-being assessment, the Public Services Board must consult:
- The Future Generations Commissioner;
  - The Board's invited participants

- Its other partners
  - Such of the persons who received but did not accept an invitation from the Board under section 30 as the board considers appropriate;
  - The local authority's overview and scrutiny committee
  - Relevant voluntary sector organisations as the board considers appropriate
  - Representatives of people resident in the area
  - Representatives of persons carrying on business in the area
  - Trade unions representing workers in the area
  - Such persons with an interest in the maintenance and enhancement of natural resources in the Board's area as the Board considers appropriate
  - Any other persons who in the opinion of the Board, are interested in the improvement of the area's economic, social, environmental and cultural well-being
41. Additionally, the Board determined from the outset that the parent bodies of the four statutory partners (in this case the Council) would also be consulted even though the Act does not require this.
42. A period of four weeks consultation will be carried out with the above consultees over the period 15th March to 12th April 2017 in order that the final Well-being Assessment can be completed within the statutory timetable.

### **Next Steps**

43. Following completion of the Wellbeing Assessment the Public Services Board is required to prepare a Well-being Plan by early May 2018. The Well-being Plan will require approval by the Council and the parent bodies of the three other statutory partners.

### **Financial Impact**

44. There are no financial impacts associated with this report.

### **Equality Impact Assessment**

45. There are no equality impacts associated with this report. An Equality Impact Assessment is being undertaken as part of the development of the Public Services Board's Well-being Plan and will be reported to Members in due course.

### **Workforce Impacts**

46. There are no workforce impacts associated with this report.

### **Legal Impacts**

47. To ensure the Public Services Board discharges its statutory duties contained within the Well-being of Future Generations (Wales) Act 2015.

### **Risk Management**

48. There are no risk management issues associated with this report.

### **Consultation**

49. The draft Well-being Assessment will be subject to a 4 week consultation period.

### **Recommendations**

50. (i) That Council notes the draft Well-being Assessment prepared by the Public Services Board.
51. (ii) Authorises the Chief Executive to feed back any comments that Members wish to make to the Public Services Board.

## **Appendices**

- 52. Appendix 1 – Well-being Goals and Sustainable Development Principle

## **List of Background Papers**

- 53. Wellbeing of Future Generations (Wales) Act 2015
- 54. Shared Purpose: Shared Future, Statutory Guidance on the Well-being of Future Generations (Wales) Act 2015, SPSF:1, SPSF2; SPSF3
- 55. Welsh Government – non-statutory guidance on the use of evidence and analysis

## **Officer Contact**

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**Well-being of Future Generations (Wales) Act 2015 –  
Wellbeing Goals**

Goal	Description of the Goal
A prosperous Wales	An innovative, productive and low carbon society which recognises the limits of the global environment and therefore uses resources efficiently and proportionately (including acting on climate change) and which develops skilled and well-educated population in an economy which generates wealth and provides employment opportunities, allowing people to take advantage of the wealth generated through securing decent work.
A resilient Wales	A nation which maintains and enhances a biodiverse natural environment with healthy functioning ecosystems that support social, economic and ecological resilience and the capacity to adapt to change (for example climate change).
A healthier Wales	A society in which people's physical and mental well-being is maximised and in which choices and behaviours that benefit future health are understood.
A more equal Wales	A society that enables people to fulfil their potential no matter what their

	background or circumstances, (including their socio economic background and circumstances)
A Wales of cohesive communities	Attractive, viable, safe and well-connected communities
A Wales of vibrant culture and thriving Welsh language	A society that promotes and protects culture, heritage and the Welsh language, and which encourages people to participate in the arts, and sports and recreation
A globally responsive Wales	A nation, which when doing anything to improve the economic, social, environmental and cultural well-being of Wales, takes account of whether doing such a thing may make a positive contribution to global well-being

### **The Sustainable Development Principle**

Means “ *the body must act in a manner which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs*”

In order to act in that manner, a public body must take account of the following things:

- a) The importance of balancing short term needs with the need to safeguard the ability to meet long term needs, especially where things done to meet short term needs may have detrimental long term effect;

- b) The need to take an integrated approach by considering how:
  - i) The body's well-being objectives may impact upon each of the well-being goals’;
  - ii) The body’s well-being objective impact upon each other or upon other public bodies’” objectives, in particular where steps taken by the body may contribute to meeting one objective but may be detrimental to meeting another
- c) The importance of involving other persons with an interest in achieving the well-being goals and of ensuring those persons reflect the diversity of the population of
  - a. Wales (where the body exercises functions in relation to the whole of Wales) or
  - b. The part of Wales in relation to which the body exercises functions;
- d) How acting in collaboration with any other person (or how different parts of the body acting together( could assist the body to meet its well-being objectives, or assist another body to meet its objectives);
- e) How deploying resources to prevent problems occurring or getting worse may contribute to meeting the body’s well-being objectives, or another body’s objectives.