

# All Together!

Pointers for action from the  
Wellbeing of Future Generations  
New Year Workshops  
2018



Llywodraeth Cymru  
Welsh Government

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## 1. Foreword

I was delighted back in January this year, to witness first hand the enthusiasm of senior colleagues from the third sector and Welsh Government in exploring together the transformational potential of our Wellbeing of Future Generations (WFG) legislation. The depth of thought and wealth of ideas that came out of this collective effort has provided us all with a really useful resource, including pointers for our future development and practical thinking about how to show more clearly the positive steps we are taking, as we take them. This work has also helped to forge a clearer common understanding of the implications and challenges of the legislation. These challenges are challenges for us all and the co-productive spirit in which they were explored in these workshops will be an important part of the way we tackle them.

I'd encourage all of my colleagues in Welsh Government to use this report to help them understand the many ways in which the WFG Act affects the way we work and to understand what is expected of us. The Act has often been described as a "common sense" framework; it is certainly about good governance, driving the kind of developmental changes we all recognise are needed if we are to deliver successfully on "Prosperity for All" and future Government programmes.

Although some of those developmental changes are already underway, none of them will be easy – determined, well co-ordinated leadership will be essential to seeing them through. We, in Welsh Government, are seeing that kind of leadership emerging through our *Future, Engage, Deliver* work and I'm looking forward to managers throughout the organisation picking up the important pointers in this report and really putting them into practice.

A particularly strong message in the pages that follow is that we, in the public sector, have to find new ways to involve people in the early stages of policy development and delivery planning. Early stage involvement, the joint development of clear narratives and continuous dialogue are all essential investments of time and effort. They will be important in helping to prevent time and resources being wasted in late stage resolutions of contentious issues; but much more important is the positive collective effort that doing these things well will build across Wales, as we work to secure people's wellbeing, today and far into the future.

**Shan Morgan**

Permanent Secretary  
Welsh Government

## **2. The purpose of the workshops and the report**

In the summer of 2017, there was a meeting between senior representatives from Welsh Government and WWF Cymru (WWF) to discuss WWF's recent research into the progress made by Welsh Government in applying the WFG legislation. At the meeting it was recognised by all parties that some more detailed, collaborative work was needed between senior officials from across Welsh Government and senior representatives of third sector organisations. The purpose of this exercise would be to forge a common understanding of how recognisable progress in Welsh Government's implementation of the Act can be achieved and clearly shown. It was to involve a joint examination of steps for improvement and to lay the foundations for more effective and productive involvement of third sector stakeholders in future.

Over the remainder of the year, colleagues from the Permanent Secretary's Group in Welsh Government and WWF worked together to design a series of three, incremental workshops to be held in the new year of 2018. They settled on the following specification:

**The overall purpose would be to:** develop a shared understanding of how Welsh Government's progress in operating under the Well-being of Future Generations Act can be seen, understood and recognised by third sector stakeholders. The workshops were to include:

- an exploration of Welsh Government's responses to the Act, including current and planned changes brought about
- an exploration of stakeholder expectations of Welsh Government in relation to effective implementation of the Act, and
- co-design of effective approaches for Welsh Government to deliver recognisable progress under the Act.

**The three incremental workshops eventually agreed were:**

1. Understanding of the Act and how it should be applied – how to show progress.
2. Driving active systemic responses to the Act – creating a 'whole Government' response.
3. Putting the Act to work...! A 'deep dive' in a high impact area: "Clean Air for Wales".

**By the end of all three workshops we aimed to achieve:**

- better understanding between Welsh Government and stakeholders on perspectives and experiences of applying the Well-being of Future Generations Act
- understanding of the expectations for effective delivery at both "whole Government" and programme/project levels
- identified areas of good practice and areas for change
- agreed next steps in areas for improvement.

**Three important principles** were established to guide the way in which the workshops were conducted:

- A joint commitment to the common purpose of the Future Generations legislation.
- Open-minded and respectful interest in all perspectives.
- A flexible, creative and co-productive spirit.

This report brings together the discussions and pointers for action from presentations and discussions in all three workshops. The depth and wealth of the table discussions cannot be captured in full, so the report seeks to present them in a way that follows the themes of the workshops in an accessible way.

The Welsh Government is the primary audience for this report, as it is the main vehicle for the changes discussed in the workshops. Throughout the report, we have referenced third sector contribution to effective implementation of the Act and have aimed for the report to be representative of the views expressed as well as promoting the third sector's continued future involvement.

There was inherent value in the workshop exchanges in terms of participants' own development and many participants shared how much they had gained from attendance and how they would use what they had learned in their individual work and organisations.

We are very grateful to the participants for their contribution to the workshops which has allowed the capture of important pointers for the effective implementation of the Act.

**WWF Cymru and officials from the Permanent Secretary's Group within Welsh Government have collaborated in the production of this report.**

### 3. Workshop themes and headline messages drawn from the discussions

#### 3.1 Workshop themes

These workshops considered two interdependent aspects of Welsh Government's operations in relation to implementation and application of the WFG legislation:

- delivery of positive impacts across the seven wellbeing goals through the work of **policy departments** and their application of the sustainable development principle and the five ways of working

and

- the work of central **corporate teams** in support of that delivery, through the 'machinery of government' systems and processes that enable and ensure good and effective policy development and implementation.

The workshop discussions focused strongly on how best to make and show progress in both of these aspects.

There was discussion about what was described as a **lack of visibility** of change and progress in policy departments' responses to the WFG legislation and apparent **inconsistency** in how it is being applied in policy development and delivery planning.

In relation to the corporate support work of central teams, the discussion groups focused on the need for a **'whole government' response**: requiring sustained effort through strong leadership and well co-ordinated management of crucial developments in:

- policy processes, such as impact assessment
- delivery tools, such as procurement
- building teams' understanding and capability in the new approaches, such as consideration of future trends
- tackling some of the difficult challenges associated with the Act, such as how to achieve stronger policy integration and effective collaboration across departments and Cabinet portfolios; how to better involve people affected by policies and better collaborate with stakeholder organisations; how to maintain focus and continuity of effort in areas where progress towards outcomes inevitably extends beyond Government terms; how to enable a shift towards primary prevention in policy approaches.

In their discussions about these and other challenges, the workshop groups tried to suggest ways to tackle them. Some messages and potential solutions relate to aspects of policy development itself and some to the systems, processes and support mechanisms that enable it; but the workshops were clear that embedding the transformational and cultural changes needed will require committed and driven leadership over many years.

This section of the report is a digest of key messages drawn from the three workshops, from the perspective of a Welsh Government audience; a more detailed presentation of the products of our discussions can be found in Section 4: The workshop discussions: challenges, learning points and pointers for action.

## **3.2 Understanding of the WFG legislation – some important reminders from the workshops**

### **The sustainable development principle and the five ways of working**

The sustainable development principle (Section 5 of the WFG Act) means that, along with the other public bodies bound by the Act, Welsh Government must act in a manner that seeks to ‘ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs’. This principle should be kept firmly in mind as we apply the five ways of working; it is their purpose.

Attention to the long term is at the heart of the Future Generations legislation – long term considerations should be more than the lifespan of current generations, they should bring into scope the lifetimes of those who are not yet born.

Whilst focusing and planning for delivery beyond political and financial cycles may be seen by some as a challenge in this context, it should actually be seen as an essential aspect of support to Ministers. Adaptive management of long running activity is possibly a key to this, with clarity over long term purpose and rationale, and well evidenced tracking of progress.

The five ways of working are all interconnected in many ways: for example, long term thinking is essential for effective prevention; prevention is more effectively done through well integrated measures and when an issue is properly understood through the involvement of people affected by it; integrated action needs strong collaboration with other departments and organisations to be truly effective.

### **Integrated Policy to deliver across the seven wellbeing goals**

The seven goals are goals that Welsh Government shares with the other public bodies bound by the Act; they are clearly interconnected and none of them can be ignored in exclusive favour of one or another. The current programme for government, “Prosperity for All”, sets out Welsh Government’s own wellbeing objectives in support of the shared wellbeing goals.

The wellbeing goals are very “visible” and strongly established in the minds of external stakeholders; Welsh Government’s contributions to them need also to be “visible” and understood as such. Policies developed and actions taken to achieve the wellbeing objectives and contribute to the wellbeing goals will be better understood and supported by people if new ways of building continuous dialogue are found, involving people affected and enabling collaboration with stakeholder organisations.

### **3.3 Integrated policy and delivery – advice to Ministers in keeping with the WFG legislation**

Integration lies at the heart of good policy making; it delivers multiple benefits across the wellbeing goals and probably fewer policies will be needed when they are created in better, more integrated ways. “Prosperity for All” requires Welsh Governments policies, plans and delivery under the Programme for Government to be well integrated; therefore Ministers need to be given carefully thought through and well reasoned advice on opportunities for integrated action and collaboration.

**Integrated impact assessment**, carried out in keeping with the newly developed Welsh Government approach, will be an important way of identifying such opportunities and explaining them clearly to Ministers.

To be done well, integrated impact assessment requires both involvement of people affected by a policy and collaboration with organisations that have an interest in it and/or can contribute to its delivery. It needs to be repeated at stages throughout the cycle of policy development and delivery; it is not a single point in time exercise.

**The development of clear narrative**, “showing our workings” as policy and plans are developed, is essential for transparency and for maintaining ongoing dialogue with citizens and stakeholder organisations. It is also evidence that Wales Audit Office will be looking for in their assessment of Welsh Government’s application of the five ways of working.

**The workshops coined the phrase “black box decision making”** to express a concern that the workings of policy development are often not visible. Decision reports are one, more formal means by which Welsh Government can make people aware of developments, but much broader narrative will be needed to show how the sustainable development principle has been thought about, how the five ways of working have been applied and what impacts and multiple benefits there will be across the seven goals. Producing clear, verifiable narrative in this way, as opposed to “ticking boxes” will require a sustained culture change effort across Welsh Government, and strong leadership will be needed for that.



Involvement and collaboration will help ensure the transparency and clear **narrative needed** to prevent the “black box decision making” experience and avoid unnecessary and time-consuming negative exchanges for Ministers further down the line. This way of working will probably require more regular and less formal updates to Ministers, which, in turn, will make needing to change course in the light of things learned through broader engagement a less ‘worrying’ proposition.

To help overcome the difficulty of showing progress towards long term, Welsh Government needs to better identify and describe transitional measures of progress. Ministers will then be able to give a good account of the differences they are making whilst having an eye on the achievement of longer term outcomes beyond their term of office.

Work on milestones will be very important in providing a frame for the scale and pace of change against the goals and for consideration of the transitional measures needed.

### **3.4 Managing Welsh Government’s work for the WFG – a systemic, ‘whole Government’ response to the Act**

A ‘whole government approach’ to implementation of the WFG legislation means an integrated corporate approach across Welsh Government functional operations: progressive governance in relation to such things as citizen engagement and involvement; relationships with stakeholders; staff capability development; policy making skills and processes; business planning, financial management, procurement and funding; impact assessment, monitoring and evaluation and reporting. Changes in all of these areas are necessary for consistent implementation of the WFG Act across Welsh Government.

The second workshop in this series looked in particular at four key elements in the “machinery of government”, in which developmental change will be crucial for the effective implementation and application of the WFG legislation. The areas explored were: Impact Assessment; Policy Integration; Procurement and Capacity and Capability.

In all of these aspects, both **culture change and new developments in systems and processes** were considered to be of paramount importance. It was remarked by one discussion group that, for either of these essential things to work, the two must be managed “in sync” with each other; so both leadership and determined, well integrated management will be needed.

Much was also said about the kind of skills and capability that staff, along with their external stakeholders and partners, will need to develop: skills in involvement and collaboration, in carrying out well-rounded, integrated impact assessment and in communicating policy and delivery development thinking through good, verifiable narrative. All strands of work in Welsh Government’s *Future Proofing Programme* will help move Welsh Government towards capability in these crucial areas.

It was recognised that the **third sector can bring value to the development of a whole government response** to the Act, perhaps by being part of a corporate advisory group. Ideas about how such an arrangement might work, can possibly be found by looking at good examples from other countries and regions; in any case, sustained stakeholder involvement of this kind would need to be properly resourced.

**A variety of new ways will need to be found to build open dialogue**, learn from citizens and stakeholders and involve them in integrated impact assessment work; however, for this new way of working to be an enduring one, resource and capability will be needed on all sides.

**The way Welsh Government and other public bodies carry out procurement sends very clear messages to all sectors and stakeholders;** so the pace and visibility of WFG related change in the field of procurement is extremely important.

**A system is needed in procurement for “valuing” multiple benefits across the wellbeing goals** – one that goes well beyond the scope of the old “Community Benefits Tool”. There were concerns in the workshop discussions on this that the current level of focus on economic and community benefits does not enable wider environment and global impacts to be properly factored in.

**A core aspect of all of these developments will be the ability to show how they are progressing** – “proving that we’re improving”.

### **3.5 Proving that we’re improving – progress in Welsh Government’s corporate development**

This will be very much about the **transparency of systems and processes**, as well as how **Welsh Government is seen and felt to be operating**; so, again, involvement of stakeholders in early open and continuous dialogue will be crucial. Decision making processes, including impact assessment, options appraisal and advice to Ministers, are not widely understood outside of Government.

Besides procurement and grant administration, which third sector organisations have closer experience of, and the policy development process in areas of interest to them, many organisations feel they have little or no understanding of the rest of the “machinery”, systems and processes of government. **More easily accessible, information would help to show how Welsh Government works** and how it is managing the changes needed to apply the WFG Act to best effect.

Much emphasis was placed in discussions about the need to **involve people and seek collaboration with interested parties in the early stages of shaping policy developments or delivery plans**. Clear narrative recording of such important exchanges will provide the evidence needed that they have been effective and useful. When they are not done, it can soon become manifest in stakeholder responses further down the line. Surveys about many aspects of the Government's operations are a potentially useful indicator of progress and could be more widely used.

It was also suggested that **more use could be made of such things as civil society reference/advisory groups**, with potential for something of that kind to engage and help monitor progress at a corporate level.

Finally, it was suggested that **Annual Reporting is a very important vehicle for showing progress**, not only in terms of impacts across the wellbeing goals through achievement of the wellbeing objectives in "Prosperity for All", but also in terms of changes and improvements made in the mechanisms government and the way Welsh Government carries out its work. This could include all aspects of governance from staff development and the management of communications to the progressive use of procurement and the management of public assets including the government estate.

### **3.6 Delivering positive impact across the seven wellbeing goals**

Delivery of the Welsh Government's wellbeing objectives in "Prosperity for All" and collaboration with other public bodies in support of the wellbeing goals need to always be carried out in the context of **the sustainable development principle, with impacts on future generations firmly in scope**.

**Impact needs to be properly considered across all of the goals** and where goals are not well understood by certain policy teams, e.g. Goals 2 and 7 (A Resilient Wales and A Globally Responsible Wales), more interaction and training in those areas will be needed. Where understanding is poor, teams will find it difficult to give a clear and credible account of positive contributions towards them, and may unknowingly deliver negative impacts. As policy teams interact more with each other in their integration efforts, it is to be hoped that levels of understanding and awareness will increase and spread. However, given the need for improvement at pace, it may be necessary for some organisation-wide training to be instigated.

Involvement of third sector organisations, particularly those with specialist interests in particular areas, will draw in useful and important contributions and ensure thorough impact assessment.

**Whereas in seeking to maximise positive contributions across the seven goals and avoid negative impacts, there is no single "right answer"**, a broad range of multiple benefits can often be realised through the way that policies are developed or delivery plans executed. The key questions should be: "are your policy choices maximising the multiple benefits they can achieve"? "Have they used impact assessment properly?"

Broad involvement and collaboration at an early stage of policy development will always help to maximise impact across the goals. Describing these benefits in narrative that is easy to understand and verifiable is an important way of demonstrating that the future generations legislation is being actively followed.

There was much discussion in the workshops about the concept of “measuring” impact and **a fresh look was called for in terms of our use of data and other forms of evidence** to show progress in Welsh Government’s contributions towards the goals.

To help overcome the difficulty of showing progress towards outcomes in long term, **in particular in such slow moving fields as climate change and biodiversity**, transitional measures will need to be identified and used to enable officials and their Ministers to show the progress they are making towards outcomes well beyond a government term. The Environment (Wales) Act was mentioned as being important in that context.

Consistency of message over a considered period of time will be important, with long term reporting time frames and, as far as possible, at least “in principle” budget planning.

The scale and pace of change expected against the goals and indicators is not clear to people. **Milestones will be very important** in helping address this and the work to develop them needs to move forward quickly with the full involvement of external stakeholders.

### **3.7 Driving through the changes – some things Welsh Government can do next**

#### **Welsh Government has organisational arrangements in terms of its corporate governance that will be instrumental in taking up pointers for action from this report**

The principle vehicle for tracking progress in implementation and application of the Act is the WFG Assurance Group, chaired by the Director of Governance, who reports on progress to the Permanent Secretary and the Board.

The Assurance Group members cover a broad range of important areas including: capability development, future trends developments, cabinet office responsibilities (including milestone development), indicators and the Wellbeing Report, public service boards, evaluation, integrated impact assessment and general policy department implementation.

This report will enable the Group to better shape the actions that will be taken forward through its work plan. Some of the key areas for potential action that officials drafting this report have identified are listed below:

- **Sustainable development and the long term**
  - Policy profession support and guidance in Welsh Government needs to ensure that the sustainable development principle is used to frame policy development and delivery planning, that attention to the long term is at the heart of our application of the Future Generations legislation and that potential intergenerational “trade-offs” should always be identified and considered in the earliest stages of policy development and explained in the narratives that support decision making.
  - Skills gaps and cultural deficit in the ability of people to think about and factor in long term impacts need to be addressed.
  - Thought and guidance should be given as to how best to support Ministers in the need for planning and delivery that extend beyond political and financial cycles, establishing clarity over long term purpose and rationale and well evidenced tracking of progress.
  - Work to develop a Wales Annex to the Treasury Green Book, reflecting the WFG legislation, would be welcomed.
- **Prevention**
  - The work underway between Welsh Government and third sector partners, to clarify and define the way we should be applying prevention in policy and delivery, needs to be finalised as quickly as possible.
  - It then needs to be disseminated widely both within Welsh Government and amongst stakeholders, to help everyone work to establish more primary level prevention solutions to long term challenges.
- **Integrated policy and delivery development – internal and external collaboration**
  - Finalise quickly and manage the full implementation and embedding of the new approach to integrated impact assessment as the required approach for all policy making. That will require the system change itself to be synchronised with strongly led and managed capability development and attitude and behaviour change amongst policy and delivery teams across Welsh Government. The use of integrated impact assessment should be clearly visible in advice to Ministers and in narratives and decision reports.
  - Adopting a ‘systems analysis’ approach, trial, test, share results and report on the effectiveness and time efficiency of a range of cross departmental interactions to support integrated impact assessment, policy development and delivery planning. Aim to establish, and embed in both system and practice, a more consistent and effective approach to achieving integration across all policy departments.

- Explore the idea of achieving better integration through departmental **budget allocations**, requiring integrated and collaborative plans that would only be funded when joint policy and planning are clearly evidenced.
- **Involvement:**
  - **More co-design discussions are needed in the very near future** to identify, plan, establish and make clear new and more efficient and effective arrangements for continuous dialogue between stakeholders across all sectors and Welsh Government. Time efficient arrangements, supporting a broad span of involvement, will be needed at all levels, from the strategic to particular areas of policy development.
  - To enable the transparency that some stakeholders feel is lacking and tackle the ‘black box’ experience, **a communications effort is needed to better explain the workings of Welsh Government to citizens and stakeholder organisations**. Only when this has been done, will the progressive systemic changes that Welsh Government is making in support of WFG be clearly visible and understood. This will require effort on the part of the ‘corporate centre’ in Welsh Government.
- **Capability:**
  - Through Welsh Government’s Future Proofing work, a concerted leadership and management effort is needed to more deeply and consistently embed the capability and behaviours required by the future generations legislation.
  - In particular, progress will depend on action in the following areas:
    - a reinvigorated approach to professional support in policy making to ensure the conscious application of the act in policy development and delivery planning
    - integrated impact assessment
    - thinking about the truly long term, and use of future trends in impact assessment and other aspects of policy making and delivery planning
    - skills in writing transparent narrative – “showing our workings”
    - effective approaches to involvement and the development of continuous dialogue
    - development of more progressive application of WFG through procurement practices, with possible associated accreditation.
  - Through a ‘learning by doing’ approach, ensure that application of best practice is experienced and widely disseminated in high profile areas requiring cross-departmental effort, such as work to develop and implement a **Clean Air Plan for Wales**.

- **Procurement:**
  - Review existing frameworks and contracts to examine how they are constructed, how they operate and how, moving forward, they can be adjusted to better implement the requirements of the WFG Act.
  - Development of a system in procurement for “valuing” multiple benefits across the wellbeing goals – one that goes well beyond the scope of the old “Community Benefits Tool”, perhaps by bringing together heads of finance from across all of the public bodies bound by the WFG legislation to examine and review the way multiple benefits are valued within the procurement process.
- **Nine points for Welsh Government staff to stay conscious of, drawn from the workshops by Gretel Leeb:**
  - Always look outward and ahead, 360 degrees around an issue or a proposition.
  - Pay careful and constant attention to the truly long term and to Future Trends reporting.
  - Be interested in, and understand what is happening in other policy areas.
  - Avoid thinking and acting in rigidly linear and sequential ways – the world and its circumstances are continually changing around you and your objectives – develop the art of intelligence-led, adaptive management and keep discussing changes with the people affected by them and with your Ministers.
  - Place integrated impact assessment at the heart of policy development and delivery.
  - Listen carefully, pay close attention to and learn from the real life experiences of the citizens you are trying to help and the organisations who work in their interests.
  - Keep on checking your path and your assumptions about impacts – once is never enough – the world is changing even as you move...
  - The way to keep on checking is to keep on talking – establish and “look after” a running conversation with civil society and stakeholder organisations.
  - Never be afraid of needing to change course!



## 4. The workshop discussions: challenges, learning points and pointers for action

This section draws together, from the outputs of the workshop discussion groups, headline messages about potential challenges and suggested solutions for Welsh Government to deliver timely and recognisable progress in the implementation and application of the WFG legislation.

Some of these messages will be of particular interest to people working in the “corporate centre” parts of Welsh Government and others to portfolio departments; but all will be relevant and interesting to Welsh Government staff, wherever they work in the organisation.

### 4.1 Understanding of the WFG legislation – some important reminders from the workshops

#### Sustainable Development, the Long Term and Prevention

- The sustainable development principle needs to be used to frame policy development and delivery planning; its essence is that we should always look to ‘ensure the needs of the present are met without compromising the ability of future generations to meet their own needs’. It is important to ensure that this core principle is kept firmly in mind as we apply the five ways of working; it is their purpose.
- Attention to the long term is at the heart of our application of the **Future Generations legislation** and the workshop discussion groups recognised the need for a clearer understanding of what it means. ‘Long term’ considerations should be more than the lifespan of current generations, they should bring into scope the lifetimes of those who are not yet born. This would take us closer to a 25-50 years focus in contrast to the 5-25 years often considered. Potential intergenerational “trade-offs” should always be identified and considered in the earliest stages of policy development and explained in the narratives that support decision making.
- It will be crucial to tackle skills gaps and cultural deficit in the ability of people to think about and factor in long term impacts. **Training is needed in the development of long term, preventative approaches and the use of future trends**, so that officials are better able to think and advise as effective advocates for generations to come in 2030s, 40s, 50s. Skills development is needed for more rounded identification of potential impacts and long term outcomes (positive and negative); for back casting and forecasting and for the setting of transitional aims objectives in decadal timeframes.



- Whilst **planning and delivering beyond political and financial cycles** may be seen by some as a challenge in this context, it should actually be seen as an essential aspect of support to Ministers. Adaptive management of long running activity is possibly a key to this, with clarity over long term purpose and rationale, and well evidenced tracking of progress.
- **The Treasury Green Book** is seen by some as prioritising “short term” benefits and the current approach to discounting is a subject under discussion. It was observed that “long term” cannot equate to some particular point in time, subject to calculations, or to some arbitrary target.
- How do we ensure that future generations’ needs are represented and reflected in our work? Balancing short term and long term priorities, e.g. in terms of budget allocation and health care demands, is always challenging, short term priorities tending to drive the budgets. We should always be working to deliver **primary level prevention solutions** to long term challenges.
- Important work is underway at the moment between Welsh Government and third sector partners to clarify and define in more detail the way we should be thinking about prevention in policy making and delivery planning.

## **4.2 Integrated policy and delivery – advice to Ministers in keeping with the WFG legislation**

- **Integration lies at the heart of good policy making – fewer policies will be needed** when they are created in better, more integrated ways.
- **Disconnect between policies and programmes** happens when departments work in isolation in line with their distinct portfolio responsibilities, finding it hard, for example, to jointly develop advice to several Ministers, with anxiety about advice for decision making when the results of impact assessment emerge as being “in conflict” with each other.
- **Prevention needs to be at the forefront of people’s minds**, not least because of the future savings it can deliver. It calls for use of the full range of Welsh Government tools from legislation and new tax arrangements to persuasion through fiscal incentives and other behaviour change measures delivered across the spectrum of the Programme for Government.
- **The processes and mechanisms that support policy development need to be better fit for the WFG purpose.** A new “policy gateway” approach is needed to deliver a more joined up approach across government – a common impact assessment approach is an important part of the solution.

- **It's always essential to start by being very clear about the motivating reason for a policy development or delivery proposition.** That is not always as easy as it sounds because, as one discussion group pointed out, efforts to achieve consensus and satisfy a wide range of concerns amongst the many different stakeholder and political perspectives can give rise to a lack of clarity.
- **Lack of clarity about what a policy proposition, programme or project is trying to achieve makes it hard to assess impact** – leaving people struggling to understand or explain to others why they are doing it.
- **Lack of transparency and visibility** is felt by many third sector organisations to be a real problem: “much of what Welsh Government is doing is good, but invisible to external stakeholders; therefore stakeholders tend to default to focusing on the difficult/high profile (not so good) examples, and don't see or promote the good”.
- **It's important to be always looking for multiple benefits** that can be delivered through intelligent planning and design, e.g. thinking about the scope for broader uses of built infrastructure, including surrounding green infrastructure to improve public health and biodiversity.
- Remembering that **not all levers are devolved**, close working with the UK government will be important.
- **The pressures of schedules, deadlines and targets in the machinery of Government can be challenging.** Timelines, eg in the legislative programme can be felt to have the effect of limiting the extent to which the Act and other associated cross-cutting legislation, such as the Environment Act, can be fully and properly applied. The solution, of course, is attention to their requirements from the very earliest stages of development.
- It's important not to adopt **targets that are “arbitrary” in nature**, selected from a presentational point of view and then difficult to change or abandon, even when evidence begins to suggest the need to change them. Sticking with such targets risks keeping to policy and delivery paths that should be changed in the light of what we can learn from immediate experience and/or from changes in future trends. Of course, targets in general are viewed by third sector organisations and other stakeholders as a valuable means by which governments communicate intended changes and therefore a means of holding them to account. Therefore more thought needs to be given as to how best to measure and communicate progress and change, particularly in the challenging context of long term outcomes.
- **Courage is needed to tell the policy and delivery story as it unfolds**, to counter fear of criticism and blame over:
  - an admission that things are not working
  - wasted investment of time and precious resources
  - possible loss of income streams for key players in the achievement of the targets

- More “real time”, formative evaluation and adaptive management is needed, involving and collaborating all the way, building trust and giving ourselves collective “permission” to learn and create something better.
- Clear, strong leadership is essential to building the necessary appetite for risk and an understanding of the part that failure plays in continuous improvement.
- **Decision making should have a properly “recorded audit trail”** – At which points were decisions made, what were the influencing factors, was there integration with other policy areas? Narrative is important here – “showing our workings”.
- **The need for greater transparency and clarity about accountability in policy making** was discussed on one of the tables. A consistent and transparent policy process across all departments is extremely important, along with greater clarity about roles and responsibilities, to avoid the “black box” experience.
- **Transparent reasoning is needed**, in the form of development narratives and decision reports, to show how the preferred policy option is an optimal choice in the context of all options considered.

## **Involvement and Collaboration**

- In addition to working on integration across policy departments within Welsh Government, **involvement of citizens and collaborative development with external organisations, including the third sector**, is essential to build a sufficiently broad perspective on integration opportunities and potential risks from the outset.
- What is viewed by some as **“black box decision making”** needs **demystifying** for interested parties outside of Welsh Government. Decisions, as communicated, are hard to “unpick” in terms of whether or not there is policy integration behind them or whether integrated impact assessment has fed into them. Better, more accessible narratives, records and decision reports need to be produced, making clear how decisions have been arrived at and what information has supported them.
- **More continuity and transparency of dialogue with stakeholders** is needed in policy development – fewer “stop – start” conversations.
- **As changes are found to be needed in the course of policy or plan development or implementation**, providing the reasoning is open and transparent, and interested/affected people are able to see the “why and how”, then unnecessary backlash and subsequent retrospective debate and justification can be avoided.
- **In order to bring about improvements in involvement**, Welsh Government should trial different models in key areas: advisory groups/ reference groups/citizens panels.

- **Cross departmental working/reference groups, advisory groups, “panels” and fora that involve external stakeholders, including the third sector**, play an important part in policy development and planning. They need to be playing more clearly defined and recognised roles and could also support the development of more effective continuous involvement.
- **High level advocates for future generations** could feed into policy development reference groups to help with the identification of impacts and the definition long term outcomes.
- **Welsh Government needs to be more open to advice from external stakeholders.** Early and continuous involvement of external stakeholders is essential and solutions, including through digital technology, need to be found to the challenges associated with capturing a wide range of views. Open dialogue is needed, at the outset and throughout a process, dialogue that clearly welcomes constructive responses and builds trust amongst all those participating in it.
- **There should be shared ownership of the big strategic problems** we all face – eg over consumption, waste and recycling, which requires retailers, businesses, third sector, community organisations, and consumers to be brought together. It’s everyone’s business – so involvement and collaboration are essential.
- There is potential **for more direct engagement at a corporate level, on more strategic matters**, considered through the lens of WFG. This could possibly be by means of some form of corporate advisory group that includes representation from all sectors and that considers and supports steps and actions to tackle our collective challenges in making progress towards the wellbeing goals.
- Such a group might also consider developments in the ‘mechanisms of government’. The example was cited of the group comprising the main third sector umbrella networks set up to support implementation of public sector equality duties.

**Sustained stakeholder involvement** will need to be adequately and properly resourced; this way of working must be an enduring one – behaviour change takes a long time and requires resource and capability on all sides. Third sector involvement needs to be seen and felt on all sides as a benefit rather than a burden.

- **Specialist policy professionals in the third sector** do engage in some of the mechanisms of Government where relevant to their field of interest. However, often this is not “involvement” but rather reviewing and assessing from the ‘outside’ and ‘after the event’.
- Generally it is felt that there a need for more **engagement in the budget process**; involving third sector organisations in the impact assessment process could be one effective way of enabling that. A ‘**preventative spend**’ group has been set up, which is in its early days.

- It is very important for Welsh Government officials to ensure they **seek out a broad range of the right third sector people and other stakeholders to involve**, and to do so at the right stages. This raises some potential difficulties that will need to be resolved, including:
- **inadequate knowledge of the sector as a whole**, which will be needed to ensure sufficiently broad involvement that is not driven by officials' own immediate sphere of knowledge, experience and working relationships
- **the need for corporate systems designed to support officials to engage more comprehensively and effectively**. There are already some third sector umbrella organisations, groups and networks designed to help (WCVA, WEL, Age Alliance, Third Sector Partnership Council etc.), which offer a single entry point for officials to ask about the best engagement approaches. However the question was raised as to whether these arrangements are sufficient for the purposes of fully applying the WFG Act, or whether more thought needs to be given, corporately to the question.

## **Involvement in shaping a Clean Air Plan for Wales – key messages**

What should an all-encompassing involvement plan look like for creating a Clean Air Plan?

- It will be essential to get all the key players around table – **sectors and service users** – remembering that global companies have the most resource...
- **Digestible messaging will be needed** – with better data and scientists capable of communicating it clearly and making the messaging relevant.
- **Air quality policy is a good test of long termism/focus on future generations:** some positive outcomes relating to health and the economy are more than a generation away.
- **Does involvement work better when focused on practical action rather than theory?** The third sector and citizens need understandable examples not “concepts”.
- **Effective involvement is a skill needed on all sides** – people need to experience good involvement to be able to do it – learning and improving by doing is the key.
- **The relationship with stakeholders over the Clean Air Plan development will need to be actively sustained.** They will need to be able to track progress and see what has happened as a result of being involved.
- **Involvement in developing the plan should be built on good practice research**, using a range of different methods, including digital media and engagement through schools and via employers to change practices to improve air quality. Within Welsh Government there is incremental work to bring about behaviour change linked to air quality – e.g. travel-related measures.

- Focus groups have a useful role to play, worth the expenditure if conducted as part of Impact Assessment at different stages.
- It's important to draw PSBs into involvement work and its findings in relation to Air Quality.
- Involvement, particularly of local groups in communities, is also the key to effective implementation and evaluation – an essential element in the feedback loop.
- Welsh Government needs to involve people in helping them find ways to make behaviour changes 'citizen easy' – through planning, design and infrastructure measures.

### 4.3 Managing Welsh Government's work for the WFG – a systemic, 'whole Government' response to the Act

A 'whole government approach' to implementation of the WFG Legislation means an integrated corporate approach across Welsh Government functional operations: progressive governance in relation to such things as citizen engagement and involvement; relationships with stakeholders; staff capability development; policy making skills and processes; business planning, financial management, procurement and funding; impact assessment, monitoring and evaluation and reporting.

#### What are the 'mechanisms of Government'?

- Decision making processes, including impact assessment, options appraisal and advice to Ministers, are not widely understood outside of Government.
- Other aspects of the "mechanisms" of Government, are also not well understood, aspects such as how the civil service itself is organised and how it seeks to develop and improve, or the tools that it uses in delivering the Government's agenda, including legislation, procurement, funding in all its forms, and communication.
- Besides procurement and grant administration, which third sector organisations have closer experience of, and the policy development process in areas of interest to them, many organisations feel they have little or no understanding of the rest of the "machinery", systems and processes of government. **More easily accessible, information would help to show how Welsh Government works** and how it is managing the changes needed to apply the WFG Act to best effect.

This report can help shape the plans for change; it covers four fundamental aspects of the way Welsh Government operates, which the workshop discussions suggested could deliver real progress in its implementation and application of the WFG Act. These aspects, covered in the sections that follow, were:

- policy integration – “joining up”
- impact assessment
- the capacity and capability in the way people work, and
- procurement – a very important lever for change.

**Policy Integration – To properly support Ministers in their decision making, they need to be given carefully thought through and well-reasoned advice on opportunities for integrated action and collaboration, which requires thorough scoping and preparatory work with external stakeholders on the part of officials.**

- **Narrow focus on a single wellbeing goal** betrays a lack of integration and an approach that fails to support the wellbeing objectives and shared outcomes. To achieve the real benefits of policy integration, Welsh Government departments need to test a broad range of approaches to working in a more cross-cutting way, from the management of cross-departmental programme boards and working groups to new “gateway” and challenge processes, which could also involve external stakeholders.
- Welsh Government’s national strategy, “Prosperity for All” carries **clear requirements for policy and delivery integration** and significant efforts are building across departments to achieve better integration. However, against the background of ministerial deadlines and other tight timeframes, it often feels very challenging to work in a properly joined up way.
- **Lack of shared vision** means people are more inclined to silo working; a more unified picture of Wales several decades on, and closer to the achievement of the WFG Goals, would inspire more joined up working across departments and enable them to map out clearer, better integrated paths to achieving it.
- **Impact assessment, conducted in the right way, is an ideal vehicle for achieving policy integration** – helping to identify, in other policy areas, opportunities that might otherwise not have been thought about and adverse impacts to be avoided.
- **Teams need to learn more about, and be interested in and seek to better understand each other’s policy areas** and the contributions they can make to them – for example, the Resilient Wales and Globally Responsible Wales goals are unfamiliar territory for some, who might need training and knowledge transfer, to understand how they can contribute positively to it and/or avoid negative impact on it.



- More and earlier involvement of people affected by a policy area, along with the third sector and other stakeholders, will help Welsh Government to achieve better integrated contributions across the wellbeing goals – but a more integrated approach to the involvement itself is needed. Having to interact with siloed operations in Government is very difficult and resource intensive for third sector organisations as they have to have many conversations saying same things.
- The achievement of multiple benefits can be difficult to track and verify – the way it will be done should be agreed and clearly established at the outset and then followed through in the most time and resource efficient way possible.
- Departmental contributions to an outcome need to be clear to avoid ‘kitchen sink’ credit taking – but that is not the same as attribution to specific lines of financial expenditure; some valuable departmental contributions may involve no specific expenditure at all.
- A specialist policy integration function in Welsh Government would enable draft policies to be challenged in the interests of “join up” to optimum effect.
- Culture change and capacity building are essential if we are to achieve genuine policy integration. People need to understand the need for new approaches, overcome fear of change and believe they have “permission” and time to try out new approaches.
- A radical idea to achieve better integration would be a new approach in departmental budget allocation, requiring integrated and collaborative plans that are only funded when joint policy and planning are clearly evidenced. Jointly developed proposals would be funded across departments.

**Progress in policy integration will be seen and evidenced in the following:**

- Confident and satisfactory answers, readily given, to the following questions about policy or delivery plans:
  - What is the core purpose of this policy or plan?
  - What are the shared outcomes it seeks to contribute to?
  - What multiple benefits do you expect to deliver through the way it is implemented?
  - What was the thinking and evidence that led up to and influenced its development?
  - Who has led in the work and why?
  - Who have they involved, how and at what stages?
  - What impact assessment work has been done and who has been involved in it?
  - How have future trends affected the shaping of this policy/plan?
  - How have you explored the interests of other policy/delivery teams?



- What opportunities have you found to collaborate with interested parties, internal or external, to the benefit of your policy/plan and/or theirs?
- Very clear, easily accessible narratives, covering the answers to these and other questions will have been built up as the policy or delivery work progresses.
- There will be evidence of continuous involvement – using a range of approaches such as panels, reference groups, advisory groups and other fora: formal and informal, live and on-line.
- Third sector organisations will be able to affirm that they are clear about the reasoning underpinning the development of the policy or delivery plans they have an interest in. They will feel the experience and evidence they have contributed has been listened to and used throughout the development process, from an early point onwards.
- “Real time” accounts will be given of changes in the course of policy/plan development, explaining the discussion and reasoning that has led to them, and who has been involved.
- Arrangements will be in place to evaluate how well the third sector ‘feel’ integration is happening in Welsh Government and how well they feel able to support it.

## Impact assessment

Impact assessment needs to be carried out differently, more holistically and at several of stages in the policy and delivery cycle, starting early enough and with the intent that it will affect the policy development. It should consider multiple benefits across the seven goals and there should be evidence that the sustainable development principle and five ways of working have been at work in carrying out the assessment. People should be given, and take, the time and resource to do it thoroughly and comprehensively, recording their assessments in credible, accessible narrative that can withstand challenge.

- Impact assessment is a tool for decision making that helps ensure integration.
- In our drive to contribute to the wellbeing goals, it is vital to **identify early enough, clearly enough** and broadly enough, through involvement and collaboration, the positive impacts we intend and are able to achieve, and the negative ones we should prevent or mitigate. **Impact Assessments tend to be carried out too late, when proposals or plans are already well worked up.** They should be done at different stages in the policy and delivery cycle: at intervals from the very early stages of exploring needs and options, through the program development “checking” stages, to implementation evaluation, both formative and summative. Even when a policy direction has been set, there always remains scope for movement in how it can be best developed in the light of more evidence detail.

- The question of what would we want the long term to look like **should always covered**: ‘What might the impacts be on the lives of our grandchildren and their children and what would we want for them?’.
- Impact assessment is a useful and important tool to support the **development of explanatory narratives that “show our workings”** – particularly essential to sound business case development and good quality decision notes. It can and should be done at many different levels, from strategic programmes and budget setting to lower level, operational decisions.
- **It’s essential to ensure that impact assessments are carried out effectively and meaningfully, in a way that makes their reasoning transparent** and so that stakeholders can clearly see the value in becoming involved in them. A ‘corporate stakeholder/advisory group’ of some kind could play a strategic role in this to help drive effective third sector input to departmental impact assessments.
- **Process, mechanically followed, is ‘easy’; moving away from it to build a depth of understanding about potential impacts is ‘hard’.** If there is explicit “permission” and a clear requirement to consider impacts thoroughly, it can come to be viewed as an enabler to good policy making and delivery planning, rather than a burden.
- **“Tick box” attitudes** affecting the way impact assessments are done. People responsible for carrying out impact assessments should be conscious, as they do so, of the need to apply the five ways of working: conducting the exercise in an integrated way that examines impact across the full range of the wellbeing goals; looking to the long term, with both opportunities and prevention in mind; actively involving people who might be affected and seeking to collaborate in the assessment with other interested organisations.
- **Involvement and collaboration are essential to effective integrated impact assessment** – providing the breadth and depth of vision and understanding needed to cover the full scope of possible implications. Third sector organisations, along with other sectors, will be able to provide a useful perspective on long term social, economic, environmental and cultural trends and the likely impact of policy interventions.
- **Time and resource are needed to do impact assessments properly** and prevent people from carrying them out with minimum effort and in isolation. People need to see the process as an enabler rather than a burden. Clear leadership and management messages are needed for that to happen along with a cadre of skilled people, available to support others as they carry out their impact assessments – in line with the five ways of working.
- Similarly, **external stakeholders and people affected by the subject of the assessment need to be helped to a better understanding**, if they are to be effectively involved in impact assessments.

- It will be important to resource a thorough, cross Government programme to introduce and train in the newly developed approach to integrated impact assessment, and do so in the context of WFG requirements – so the two become firmly associated in people’s minds.
- It would also be of great benefit to open up the training to other public bodies and external organisations, including the third sector.
- Future trends resources are not currently at the forefront of people’s minds when they carry out impact assessments; more work needs to be done to raise awareness of their importance.
- A sound “baseline” understanding is an essential element in impact assessments; evidence needs to be presented as part of a meaningful and reliable assessment; this takes people well beyond “box ticking” and again requires time and resource.
- The use of data in impact assessments should be very carefully thought through, avoiding use, or overuse, simply because it is available, as opposed to determining what data and other information, qualitative as well as quantitative, might actually be needed and working to fill the gaps, where that isn’t readily available.
- Concern was raised in the workshops about a general lack of evidence, particularly in respect of the Resilient Wales and Globally Responsible Wales goals; work is needed to plug such evidence gaps before progress can be effectively shown.

### **Progress in the practice of impact assessment will be seen and evidenced in:**

- Confident and verifiable answers, readily given, to questions such as the following:
  - What has your impact assessment covered and why?
  - At which points in the policy development and implementation time line has impact assessment been done and when do you plan to do it again?
  - Who has been/will be involved and how?
  - Who have you sought/will you seek to collaborate with and how?
  - How have future trends affected the shape, planning and content of your impact assessment?
- Satisfactory responses will be given to challenges on any of these questions.
- Third sector organisations and others involved in the process will be able to affirm that they feel they have been involved early on and have made useful and important contributions to a thorough, well-integrated impact assessment – and that their contributions have been attended to and used.
- Those carrying out impact assessments will be readily able to point to things they have learned and changed as a result of the involvement and collaboration they been engaged in.

## **An example of Integrated Impact Assessment in shaping a Clean Air Plan for Wales – key messages**

- A whole system change is needed in the way impact assessments are carried out – that is in train but will need to be used quickly and well in the development of the Clean Air Plan, carrying out the appropriate assessments at the appropriate times. It should be an iterative process, also involving the right people at the right time.
- It will be important to establish clearly the purpose of this participatory impact assessment and who is responsible for managing it. The process should be at the heart of people's work and all those involved in it will need to understand why it is important and how it will help.
- Options appraisals will need to incorporate thorough assessments of impact against Welsh Government's well being objectives in "Prosperity for All", contributions to the seven wellbeing goals, which are shared with the other public bodies bound by the Act and necessarily involved in the common purpose of improving air quality in Wales.
- Wide scale citizen involvement will be essential to achieving the behavioural changes needed to tackle air pollution and people's exposure to it.
- We will need to identify and tackle the gaps in data and other information that need to be filled for thorough impact assessment to take place.
- Impact assessment needs to be carried out in an integrated way, using a "gateway approach" across departments and relevant policy areas – exploring potential positive and negative impacts through the lens of the WFG Act.
- The Impact Assessments need to be accessible, transparent and verifiable – ie showing evidence clearly.
- All the WFG Goals will be impacted by a Clean Air Plan for Wales
  - It's important in developing it to remember that the goals are not separate and that all sectors should be engaged in contributing to them. The impact assessments will help show how best to maximise benefits across the goals without the need for the need for "trade offs". Our aim should be to move away from poorly formed, superficial assessments to a broader, deeper effort that will help identify win-win solutions at minimum cost.
- There will be a need for budgets in different portfolios to work together to deliver the projected impacts; so a way will need to found of accounting for wider, shared benefits.
- We will need brave people willing to consider new ideas about policy integration – leadership will be key to that.
- We will need to consider impact in different kinds of locality and tailor the responses to particular local circumstances.
- It will be essential to keep Ministers and stakeholders up to date from the outset on detail emerging from impact assessment work – to enable the iterative building of a Clean Air Plan that is fit for adaptive management purposes.

- Online solutions could be part of the answer to carrying out integrated **impact assessments**. Promising new developments are underway in Welsh Government, which, if properly supported by training, guidance and performance management for staff, will offer an ideal testing ground for the work to produce a Clean Air Plan.
- **Getting citizens' voices in on the exploration of impacts** will be essential – but new more effective ways of doing that will have to be found.
- **Given the current climate of legal challenge on air quality**, Welsh Government officials will feel they need to closely control discussions around the development of a Clean Air Plan; it will be important not to allow such anxiety to restrict the very involvement, transparency and collaboration that will actually help avert future challenges. In the co-production of solutions there is a deeper understanding the issues and a coming together of minds to find solutions that are less open to challenge. This takes a serious investment of trust and time; but that is investment to save on the costs of future 'fire-fighting' and dispute handling.
- **The third sector can be a helpful conduit to wider community involvement**. Behavioural change is always difficult to achieve; one solution might be to trial approaches in a systematic way through 'Behavioural Change Pilots' e.g. around active travel and provision of safe routes to school to encourage alternatives to using cars.

## Capacity and Capability

**New ways to open up minds, develop lateral thinking and break old habits need to be thoroughly explored. Leadership is crucial in this – at every level of Welsh Government. Officials need to develop the ability to communicate policy thinking through narrative, to have open dialogue and learn from citizens and stakeholders – and to show that they have done so. Fewer more integrated policies should be the goal.**

## Welsh Government capacity and capability

- Welsh Government officials' capacity to do policy development work thoroughly and well, in terms of applying the WFG Act, may often feel **under strain**, but fewer policies created in better, more integrated ways would, in fact, lighten the strain; that would be using the ways of working to operate more efficiently and more effectively. We should work to win hearts and minds across the organisation through good performance management that recognises and rewards the five ways of working.
- **Capability is more a problem than capacity** – Capability to do policy making within the new framework of the Act is limited. In particular, imagination is needed to properly explore the potential wider impacts of a policy or delivery plan. In trying to develop capability, learned behaviours and the inclination to "stay safe in known territory" will need to be tackled. The adoption of entrenched positions over 'pet projects', risk aversion and a fear of challenge are all issues that will need to be tackled wherever they are found.

- There is work to be done in moving people away from a tick box **mentality** and the temptation to jump into solutions before having had conversations and explored shared objectives. We need to find new ways to make people more aware of wider interests and the benefits of involvement and collaboration – **a reinvigorated approach to professional support in policy making** will help.
- We need both **culture change and process change** to happen together and “in sync” with each other.
- **Clear leadership, guidance and development support** are needed to embed the use of the WFG framework for decision making, including very honest conversations about expectations and outcomes. Welsh Government’s future proofing work will be crucial in driving this forward.
- **Policy profession training** needs to ensure the sustainable development principle, the ways of working and the WFG goals are at the forefront of people’s minds. **Performance management is part of the solution** – recognising and rewarding application of the sustainable development principle and the five ways of working.
- **Policies are not always seen or felt to be sufficiently “citizen centred”** – the meeting of civic expectations in terms of social justice and equity needs to be clearly recognisable. The ability to manage early involvement of those affected by a policy or delivery plan is the key to resolving this. Secondments both ways between Welsh Government and the third sector will help build trust and address any inward looking tendencies or lack of awareness.
- **The challenge of tracking progress towards some outcomes, over long term time spans**, is not a reason to allow continuous dialogue to ‘lose steam’ – indicators of progress can be more easily found, agreed, tracked and reviewed through active dialogue with a sufficiently broad spectrum of interested organisations.
- **New ways of achieving greater involvement of citizens** need to be developed and actively trialled: flexible and varied ways of bringing stakeholders into policy making.
- **Developing continuous two way information flow and dialogue** about policy making needs to start now.
- **Looking to the long term**, education has an important role to play in sowing the seeds for the application of the five ways of working in the hearts and minds of tomorrow’s civil servants...! It is not about adding yet another “thing” to the curriculum – it’s about how everything else is taught...

### **Third sector capacity and capability**

- There is a widely noted lack of capacity amongst stakeholders to engage on multiple fronts. More open discussion is needed about this issue, and more innovative solutions need to be developed.
- There is a general lack of awareness amongst some stakeholder groups about the relevance of the Act. Some third sector people are struggling to find time to understand and build the capacity to become



involved. Opening up Welsh Government training and capacity building programmes to the third sector is a potential way to help; it would also help build stronger, more collaborative relationships.

- More two-way secondment exchanges with Welsh Government would also be helpful, and involvement in policy development is a useful ‘action learning’ approach to help the third sector.
- With a view to the long term, it was also suggested that introducing the sustainable development principle and the five ways of working into the delivery of early education would, over time, help to build them into a broader base of understanding across civil society.
- **Sporadic, “set piece” engagement exercises are not as effective as ongoing dialogue;** but achieving ongoing dialogue in a way that is manageable on all sides in terms of capacity needs to be carefully thought through and built on shared expectations. Many third sector organisations struggle to engage with Government on multiple fronts; so joined-up, flexible and varied ways are needed to bring stakeholders into policy making and mechanisms of government.
- **Emerging good examples of involvement,** such as recent engagements on planning policy, or Health, Education and third sector engagement over the Additional Learning Needs Act, need to be actively used to guide others.
- **Aspects of ‘cultural divide’ between Welsh Government and the third sector** need to be overcome and more trust needs to be built on both sides through continuous dialogue. The workshop process demonstrated that overcoming this is possible. It facilitated open, honest discussion with general agreement on the challenges but also important co-designing solutions.

### **Progress in developing capacity and capability will be seen and evidenced in the following ways:**

- More citizen centred policy, in which people can recognise themselves and their contribution to its development.
- Better, more rounded policy making that is clearly focused on all aspects of long term wellbeing.
- Fewer, more integrated and preventative policies, leading to less need for intervention.
- Third sector organisations will be able to affirm they feel they have been involved at the right times to really help shape sustainable solutions.
- We’d see more examples of the ‘right’ people around the table at the very beginning of the process. They would be using the sustainable development principle, ways of working and the goals as a framework for discussions.
- Third sector people with an interest in a particular policy or delivery development would feel they can easily contact and be heard by the responsible civil servants and be able to be involved at all stages – from policy design through implementation and delivery to review and further development.

- There will be a more free flow of dialogue, with less need for resource sapping ‘set piece’ engagement exercises and ‘start-stop’ conversations.
- Welsh Government officials will be more at ease, confident and comfortably transparent in their exchanges with the third sector.
- There would be a stronger sense of co-ownership of policies, with third sector contributors feeling that can and have ‘made a difference’.
- Welsh Government staff would affirm that they are getting clear leadership messages and support from senior managers to encourage and help them apply the Act as a framework for decision making.
- Welsh Government would be seen to be describing more effective transitional measures of progress, so that Ministers can give a good account of the differences they are making whilst having an eye on the achievement of longer term outcomes beyond their term of office.

## Procurement

**The pace and scale of change is seen as the problem here – it’s important to “grasp the nettle” quickly and make real systemic changes, with all necessary guidance and training. More innovation is needed in the way framework specifications are built and frameworks are reported on – they should involve stakeholders in the clarification of purpose and be more effectively co-designed across policy areas and departments to enable joint procurement exercises that deliver verifiable and where possible measurable multiple benefits.**

- Good examples can be found of procurement that is applying the WFG Act, but they are not widely enough seen or known about – Mainstreaming is a big challenge and the time lag in transitioning from patches of best practice to truly systemic change needs to be addressed at pace through process revision as well as staff development. More investment of time and effort is needed and the scope for a new accreditation might be considered.
- A system is needed in procurement for “valuing” multiple benefits across the wellbeing goals – one that goes well beyond the scope of the old “Community Benefits Tool”. Heads of finance across all of the public bodies bound by the WFG legislation could usefully come together to examine and review the way multiple benefits are valued within the procurement process. The current focus on economic and community benefits does not enable wider environment and global impacts to be factored in.
- Smaller businesses and third sector organisations continue to find it difficult to participate in Government procurement, which ultimately threatens adverse impacts across many of the wellbeing goals – more innovation around framework development and supply chain support will help address this.



- **Collaboration and better joined up procurement across departments** should result from better policy and delivery integration, and will also help support it. The National Procurement Service and Welsh Government's Central Procurement Service can help drive this by spotting integration opportunities.
- **Clearer narratives and more consistent corporate reporting are needed on framework development and procurement exercises**, to demonstrate how they have been shaped by, and will support application of the sustainable development principle, the ways of working and the need to contribute positively across the wellbeing goals.
- **The pre-qualification process and weighting criteria need to be used well in support of the WFG Act**, with a sufficiently broad understanding of "costs" – often cost is viewed from a silo perspective as opposed to wider costs and benefits across Welsh Government, benefits that contribute more widely to the wellbeing objectives and across the seven wellbeing goals.
- **Cultural change is needed to fully apply the Act to our procurement practice** – to move beyond "small steps" in this, senior leaders need to send strong signals to their teams, with good case studies used to help change behaviour and a determined capability development plan.
- **The management of budgets and funding allocations in Welsh Government can make collaborative, strategic procurement difficult** – more actual or notional pooled budgets could possibly be a solution.
- **Strong leadership** will be needed in all parts of Welsh Government to ensure that change is driven through procurement.
- **A review of frameworks** is needed to examine how they are constructed, how they operate and how they can be adjusted to better implement the requirements of the WFG Act.

**Progress in Procurement will be seen and evidenced in the following:**

- A co-designed and recognised system within the procurement process for valuing multiple benefits across all of the wellbeing goals will be in active use across Welsh Government, and will be evident in communications with prospective bidders.
- An explicit training and development programme (and possible accreditation...?) will be in place for all those involved in procurement to ensure best practice in the application of the WFG Act.
- A change programme to fully embed the WFG Act within procurement, with workstreams covering such things as procurement policy, process and system design and development and capacity building, will be tracking progress towards defined objectives.
- All those involved in a procurement exercise will be able to give confident and convincing answers to questions such as the following:
  - What, in both specific and broad terms, will this procurement achieve?

- What are the shared outcomes it will help to deliver?
- What multiple benefits do you expect to secure through the contract?
- What was the thinking and evidence that led up to and influenced the shape of the procurement?
- Who has been involved, how and at what stages in working up the procurement?
- How have future trends affected the shape of the procurement?
- How have you explored the possible interests of other policy/delivery teams?
- What opportunities have you found to collaborate in the procurement, with interested parties, internal or external, to their benefit and/or yours?
- How will multiple benefits be monitored, verified and used in the contract management process? How will contract management deal with a manifest failure to deliver them?
- How will suppliers be developed more effectively to ensure they deliver multiple benefits across the seven goals?
- A new approach to sustainability appraisals will be in place, with “ticking boxes” clearly not acceptable. The right set of criteria, including the understanding and capability to meet WFG Act-related requirements, will need to be met before a would-be supplier can be considered for a procurement framework.

#### **4.4 Proving that we’re improving – progress in Welsh Government’s corporate development**

- Currently there are no specific vehicles for sharing with stakeholders the changes and improvements that Welsh Government is making in its corporate development in support of WFG Act. Where positive change is happening, it is therefore not necessarily being captured, seen or understood by external stakeholders or, therefore, by other departments within the organisation.
- **Good practice to date** should be captured, shared, spoken about and used to share learning and develop guidance.
- **If change and progress in the “mechanisms of Government”** is to be shared and recognised, stakeholders need first to understand more about what those “mechanisms” are. They need to become more involved in some of the processes (such as integrated impact assessment) before they will be able to recognise change and progress in application of the Act.
- **Gauging progress in things that are difficult to “measure”** was recognised as a challenge although it was suggested that the “lived experience” of third sector organisations and other stakeholders

is a good indicator of change and progress. More frequent and precise exploration of how they feel about the Welsh Government actions and behaviours they encounter would be helpful.

- **More use of focus groups, surveys and similar ways of gauging the quality of interactions with Welsh Government** would provide useful material to feed into corporate staff development programmes, helping to reinforce the application of the ways of working; it could also potentially provide useful material for the Annual Report.
- **Annual Reports are an important vehicle** for showing progress, not only in terms of impacts across the goals through achievement of the wellbeing objectives in “Prosperity for All”, but also in terms of changes and improvements made in the mechanisms government and the way we do our business in support of delivering positive impact.
- This could include all aspects of governance from staff development and the management of communications to the progressive use of procurement and the management of public assets including the Government estate.
- Annual Reporting relating to the implementation and application of the Well-being of Future Generations Act therefore needs to cover all of the following:
  - delivery of objectives
  - contributions to long term issues that won’t see recognisable change within the government term
  - improvements in the mechanisms of government – the systemic and cultural changes that enable a “whole government” response.

## 4.5 Delivering positive impact across the seven wellbeing goals

- Delivery of the Welsh Government’s wellbeing objectives, and collaboration with other public bodies in support of the wellbeing goals, need to always be carried out in the context of **the sustainable development principle**, with impacts on future generations firmly in scope.
- **Impact is of equal importance across all of the goals** and there was some concern in the discussion groups that not all were equally well understood across Welsh Government departments; e.g. it was felt that **Goals 2 and 7 (A Resilient Wales and A Globally Responsible Wales)** are not widely enough understood or considered. This needs to be remedied, not least because of their importance for ensuring the long term wellbeing of future generations and environment on which they will depend.
- When levels of understanding in these areas are poor, teams will find it difficult to give a clear and credible account of progress towards them. As policy teams interact more with each other in their integration

efforts, it is to be hoped that levels of understanding and awareness will increase and spread. However, given the need for improvement at pace, it may be necessary for some organisation-wide training to be instigated.

- The workshops considered carefully the point that, in efforts to deliver positive impact and avoid negative impact across the wellbeing goals, there is **no single “right answer”**. **Multiple benefits** across the goals can be realised through the way that policies are developed or delivery plans executed and these can be most easily identified and delivered through wide involvement and collaboration. Involvement and collaboration at an early stage of policy development can help ensure optimum benefits and avoid negative impacts across the goals.
- By looking to achieve a broad range of multiple benefits, it is often possible to deliver verifiable positive impacts across the full set of goals; these benefits can be described in narrative that is easy to understand and demonstrates clearly that the Future Generations legislation is being actively followed.
- **There was much discussion in the workshops about the concept of “measuring progress”** and it was recognised that quantitative data alone relating to the areas of the goals would not be sufficient to show progress across the goals. Qualitative data about peoples “lived experiences” will also be important and there was a recommendation that work should be done on how data is gathered and used.
- To help overcome the difficulty of showing progress towards long term outcomes at the heart of many of the wellbeing goals. in particular in the fields of climate change and biodiversity, transitional measures will need to be identified and used to enable officials and their Ministers to show the progress they are making towards outcomes well beyond a government term.
- **Consistency of message over a considered period of time** will be important, with long term reporting time frames and, as far as possible, at least “in principle” budgets.
- **The scale and pace of change** expected against the goals and indicators is not clear to people. Milestones for certain slow moving indicators can help give a picture of progress; so current work to develop milestones was viewed as extremely important in the implementation of the WFG Act.

## **Annex 1 – What we did in the workshops**

The following sections describe how the workshops were structured. The presentation materials for each workshop can be found at the end of this Annex.

### **What we did in Workshop One:**

#### **Understanding of the Act and how it should be applied – how to show progress**

Workshop One was crucial for all concerned in exploring together the letter and spirit of the WFG Act and expectations in terms of its implementation. It was also important in setting the tone for how participants would work together. The workshop was introduced as an exploration of:

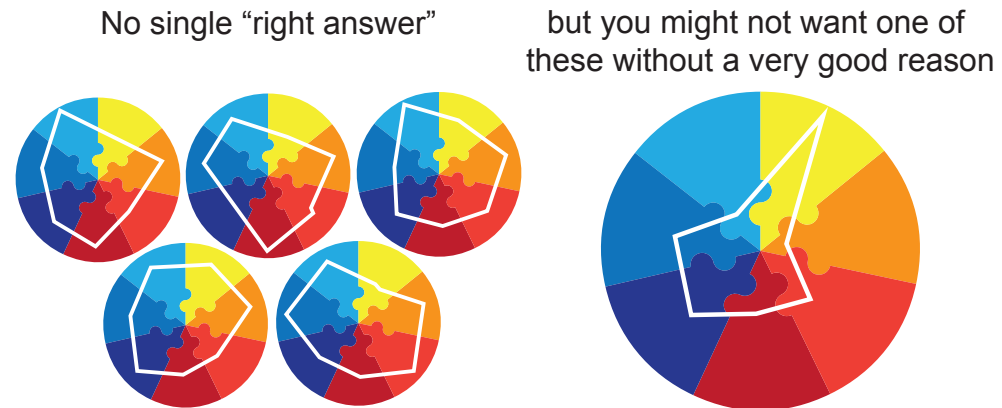
- Welsh Government departments' understanding of changes needed in response to the Act
- stakeholders' expectations about the impact of the Act and the responses of Welsh Government
- effective ways of applying the Act and showing progress, which involve stakeholders and are clearly communicated.

Participants were specifically asked to identify, in the course of their discussions, key areas that could be covered in Workshop Two, the purpose of which would be to examine 'whole government responses' and tools for change.

The workshop was separated into two exercises preceded by two joint presentations by Anne Meikle, WWF Cymru and Gretel Leeb Welsh Government (see Annex 2 for presentation slides). The two table exercises were as follow:

1. **Our understanding of the Act and how it should be applied** – including attention to the importance of contributing to the interconnected goals, why “box ticking” won't do and the importance of the sustainable development principle and the five ways of working.
2. **Showing progress** – Examining the challenge of showing progress at all levels and in multiple facets of decision-making, planning and delivery.

The first exercise explored some aspects of the legislation that require a different mind set to our traditional approaches to policy development and delivery, in particular the drive away from silo working and “box ticking” to the delivery of multiple benefits across the wellbeing goals:



Participants were also encouraged to reflect on the crucial importance of “how” things are done, which is embodied in the **Five Ways of Working** set out in the WFG Act. They considered how ensuring integration and long term focus, involving people affected by a proposition, collaborating with others with an interest in it and taking measures to prevent harmful effects, would, if applied in the early development stages and at crucial stages thereafter, help maximise contributions across the wellbeing goals.

Each table was asked to select one of two “propositions” to help prompt their discussions:

- a. The building of a new hospital.
- b. The journey to a low carbon, less wasteful economy.

In order to get the conversations going, the six tables were given reference material (the WFG wheel, copies of certain slides etc.) and the following questions to think about in relation to their chosen proposition:

- Consider, from your own policy/organisational perspective, what your interests might be in the proposition and the benefits, opportunities and risks you see in pursuing it. Add them to the WFG wheel on the table (pink “post it” for potential risk, green for potential benefit/opportunity).
- Discuss round the table, test and improve on the breadth of aspects covered on the wheel and seek a viable “optimum approach” to taking forward the proposition that could maximise contributions across the wellbeing goals. (You may wish to consider the “No single ‘right answer’” slide on the table).
- Consider how, and at which stages, you would expect the sustainable development principle and its five ways of working to be applied to ensure maximum contribution across the goals (You may wish to consider the “‘What’ and ‘How’ – Maximising the goals” slide on the table).

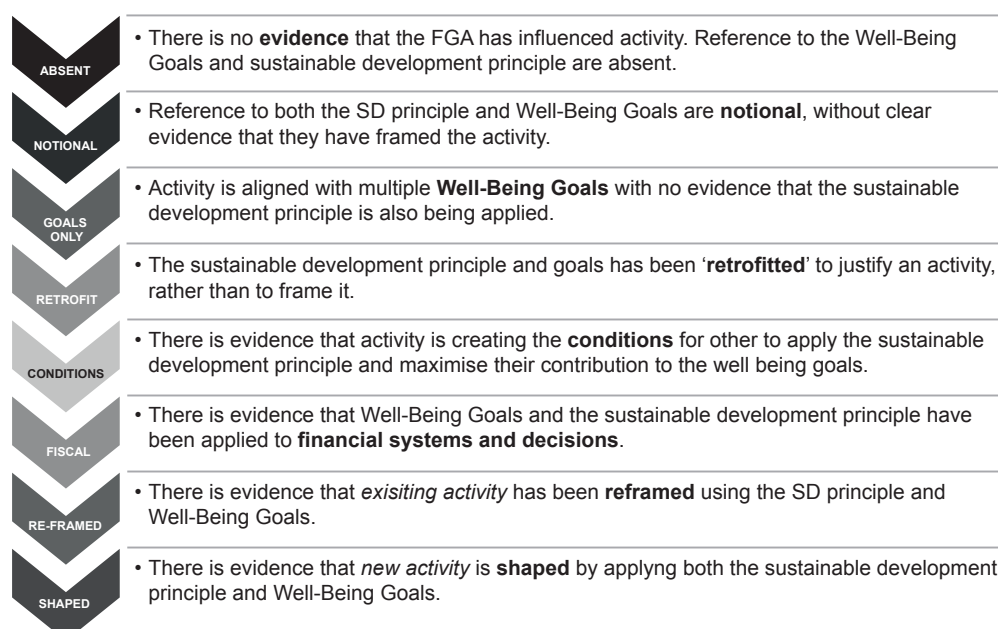
- Consider what ‘long term’ means in the context of this proposition and its possible impacts. Record key points in your discussion.
- Consider what constraints, rules, regulations, processes, systems, procedures or other organisational/operational conditions might get in the way of applying the Act and effectively delivering on the proposition. List those that the group feels should be listed. These will help provide a basis for the work we will carry out in the second workshop on “systemic changes” needed.

The tables were then asked how, and at which stages, they would expect the sustainable development principle and its five ways of working to be applied, with the facilitator again noting key points.

Although diverse and wide ranging, the conversations on the six tables certainly resulted in the initial sharing of perspectives that the workshop was designed to achieve, along with some very interesting recorded thoughts and observations. The table facilitators took notes on the discussions and collected key conclusions reached. They were asked to feed back two key learning points from the exercise.

For the second exercise on “Showing Progress”, participants were asked to consider the following range of indicators to help gauge how well the WFG Act was being applied. The tool presented by Anne Meikle had been developed for WWF Cymru by their consultants, Netherwood Sustainable Futures:

### The tool we used for analysis



NETHERWOOD SUSTAINABLE FUTURES  
Sustainable Governance Policy Practice





The tables were asked to turn their attention to the challenges of how to show/evidence two distinct kinds of progress in relation to the application of the WFG Act:

- a. **Progress towards outcomes/contributions to the goals.**
- b. **Progress in changing the mechanisms, approaches and processes** intended to help achieve the outcomes/contributions to the goals.

Three of the six tables examined “a” and the other three, “b”.

Participants were asked to identify, consider and discuss the difficulties in clearly showing/evidencing progress in their chosen area. They were then asked to agree and feed back on their top three challenges and to consider in more detail the causes and potential solutions to resolve a particular challenge chosen from the overall prioritised collection.

## **4.2 What we did in Workshop Two: Driving active systemic responses to the Act – creating a ‘whole Government’ response**

Workshop Two was built around five specific challenges in the mechanisms of government, which had surfaced in the course of discussions in Workshop One. The five areas chosen for closer attention were:

- Procurement
- Impact assessments
- Funding
- Policy integration/join up
- Capacity and capability

The workshop was again separated into two exercises, preceded by presentations from Anne Meikle, WWF Cymru and Gretel Leeb Welsh Government to summarise what had come from the previous workshop, and stimulate discussion on the five areas chosen for the current one (see Annex 2 for presentation slides). The two table exercises were as follow:

1. **Looking closely into one of the five mechanisms of government offered for discussion,**
  - a) what is currently happening in it and what are the barriers to applying the five ways of working in maximising contributions to the wellbeing goals
  - b) what are the causes of the barriers identified and what needs to change to overcome them
  - c) what needs to happen for those changes to progress?



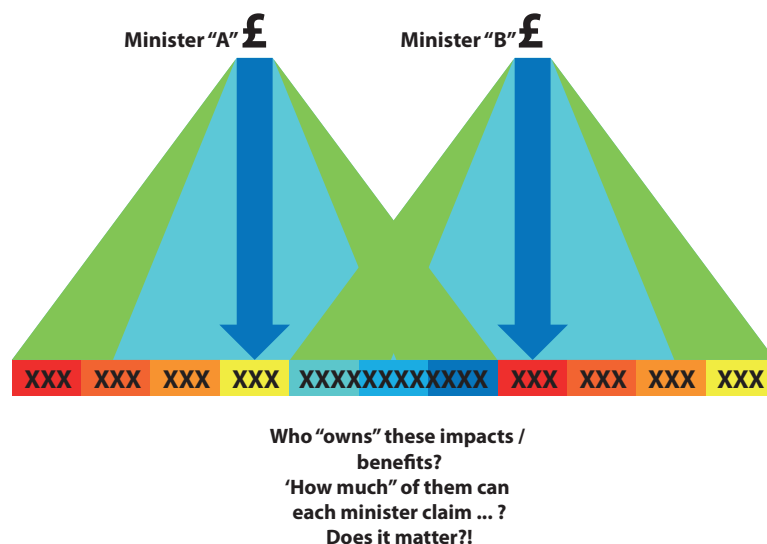
2. How will we recognise progress in the areas of change identified in the first session – how will we prove it/what evidence will there be?

For the first exercise, the introductory presentation and hand out materials were designed to stimulate discussion around the five topics:

- **Policy integration** – “joining up” across Government.

Policy Integration happens when people working in different policy areas explore together their respective interests to ensure their proposed actions do not cut across each other, come into conflict and cause problems for each other, duplicate effort and incur unnecessary cost or deliver outcomes that undermine or cancel out each other. When it is done well it can deliver greater effectiveness on all sides, more multiple benefits across the wellbeing goals, achieve cost savings and deliver greater value for money.

### The importance of multiple benefits



- **Impact Assessment** – considering the effects of what we plan to do/have done

Impact assessment is an essential part of the process of deciding which policy direction or action to take. Some impact assessments are a statutory obligation and require those carrying them out to follow a strictly prescribed process, which can feel like “box ticking” but definitely shouldn’t be! The WFG Act requires us to consider a much broader spectrum of interconnected considerations, and to look to the potential implications of future trends.

- **Capacity and Capability** – Welsh Government “pulling together” with all stakeholders in the direction of the WFG.

This is about how full application of the legislation depends on how people think, make judgements, plan and work together and deliver in a collaborative way. “People”, here, means Welsh Government staff, other public servants and stakeholders from all sectors, including citizens and community groups. How are we doing at this? What’s difficult about working in this way? How should we shape our staff development programmes to help ensure that we do it better?

- **Funding** – looking at the “why”, “what” and “how” of our funding deployment.

Grant funding takes many forms in Welsh Government – ranging from “Grant in Aid” to Sponsored Bodies to “core” or project funding awarded to organisations, usually on an annual basis. Is Welsh Government driving application of the WFG legislation through its grant funding as effectively as it could?

- **Procurement** – seeking maximum good effect through progressive changes in public sector procurement.

Procurement is a powerful tool that, when well managed over time, affects how suppliers think and how markets develop. A good example of a procurement exercise, in terms of securing a wide range of benefits across the wellbeing goals, is the Welsh Government Warm Homes – Arbed Programme, which, alongside its core purpose of tackling fuel poverty and carbon reduction has resulted in the delivery of benefits in the fields of, health, education and training, community coherence and local economic development through support for SMEs.

There were just four tables in this workshop, and out of the five topics, the one that was not specifically discussed was “Funding”; however some aspects of that topic were broadly encompassed in the discussion on “Procurement”.

**For the second exercise**, the tables were asked to turn their attention to how clear progress could be shown and recognised in the areas discussed in the first workshop. Focusing particularly on their earlier conclusions about what needs to happen for changes to progress, each table **looked more closely at barriers and potential solutions to making recognisable progress** in the area they had been discussing. Some of the solutions they came up with were straightforward actions, sometimes simply a reinforcement or refinement of measures already underway in Welsh Government; other potential solutions were more medium or long term and strategic in nature, and in some cases more “radical”.

In addition to the detailed notes taken from their discussions, each table fed back two key points at the end of the session.

### **4.3 What we did in Workshop Three: Putting the Act to work...! A 'deep dive' in a high impact area: "Clean Air for Wales"**

For Workshop Three, we were joined by members of the Air Quality Branch who, following Cabinet endorsement of a strongly integrated "whole government" approach to the drive for Clean Air in Wales, are keen to be exemplary in their application of the WFG Act.

Once again, the workshop was again separated into two exercises, preceded by presentations from Anne Meikle, WWF Cymru and Gretel Leeb Welsh Government (see Annex 2 for presentation slides). Anne summarised the key themes that had emerged from the previous two workshops and Gretel set out the plan for the two sessions on Air Quality:

1. Focus on integrated impact assessment in the development of a Clean Air Plan for Wales
2. Focus on involvement in the development of a Clean Air Plan for Wales

For both sessions, participants were asked to consider at all times **how we can show and recognise progress and positive change**, ie what each aspect will look and feel like when we are doing them well.

At the start of the workshop, participants were given some background information and questions to consider in relation to Air Quality in Wales and there was some initial discussion on the subject before the tables went into their first exercise:

Air Quality in Wales – some background information and things to consider...

#### **The situation**

- Air quality in Wales is generally good.
- Two of the key pollutants we're worried about are: particulate matter (PM) and nitrogen dioxide (NO<sub>2</sub>).
- Improvements are mostly driven by controls on emissions from power stations, industry, including agriculture, transport and domestic sources.
- More needs to be done to reduce the harmful effects of air pollution where it is occurring.
- Poor air quality can cause respiratory problems and shorten lifespans.
- It also contributes to the acidification of soil and surface water, damages sensitive habitats and can damage vegetation through exposure to ozone.

## **Our National Strategy: “Prosperity for All” includes the commitment:**

Through planning, infrastructure, regulation, and health communication measures, **we will reduce emissions** and deliver **vital improvements in air quality**.

### **Legislation – different regimes for different levels**

- Improvements at the national level have been driven by European Directives.
- Air pollution is a local, regional and international problem
  - Air quality policy in the UK is shaped by domestic, European and international policies and legislation.
  - Although air quality is a devolved matter, the UK government ensures that, nationally, policies meet international and European agreements.
- Local Authorities have duties to tackle pollution set under domestic legislation.

### **Recent Actions by Welsh Government**

- We made exposure to NO<sub>2</sub> a national indicator: applied for the purposes of measuring progress to the achievement of the WFG goals.
- We made regulations requiring Public Service Boards to take local authorities’ air quality reviews into account when preparing assessments of local wellbeing.
- We’ve issued new Local Air Quality Management policy guidance built around WFGA considerations.
- The Environment (Wales) Act 2016 imposes duties for the sustainable management of natural resources, including air.

Some things in Welsh Government’s forward look...

### **A Clean Air Plan for Wales:**

- A cross-government, cross-sector, programme of work.
- Working together to achieve cleaner air, maximise health outcomes, protect our natural resources and deliver multiple benefits.

### **A Clean Air Zone Framework:**

- To ensure the consistent and effective implementation of Clean Air Zones by Local Authorities.
- Accelerating action on NO<sub>2</sub> and particulates in urban areas.

## **A National Assessment and Monitoring Centre**

- To collect and analyse data on air pollution and associated factors (e.g. health, deprivation, green infrastructure etc.).
- To improve local and national government decision making and enable better targeted actions to achieve health outcomes.

## **Planning policy**

- Planning Policy Wales will be improved to give a clear steer to planning authorities on air quality.

## **Local Air Quality Management**

- Improvements to Local Authority reporting on air quality issues in their areas.
- New streamlined reporting templates.
- A new action plan template.
- Actions will be coherent with Wales' Clean Air Plan.

## **Guidance to NHS staff**

- New guidance on air quality for health professionals in NHS Wales on the role they can play in preventing the adverse health effects of air pollution.

## **Some things that effective application of the five ways of working might help us answer...**

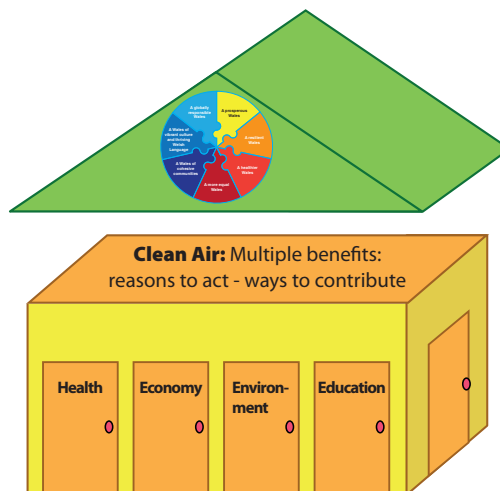
- What else can deliver positive impacts?
- Where else, and how, can positive impact be achieved?
- Who can contribute and how?
- What multiple benefits can we get from thinking in an integrated way about action to improve our air quality?
- How can we be most effective in preventing any long term negative impacts of our actions?
- How can we get the best collective effort in tackling the problem through involvement?

**For the first exercise on integrated impact assessment**, the meaning of the phrase was discussed in the context of developing a Clean Air Plan for Wales, noting that it would involve understanding both the potential positive and negative impacts from actions being considered in all policy areas, across all of the wellbeing goals.

Participants were reminded of key messages from their last workshop:

- We need to demystify the 'black box' decision making.
- More open dialogue is needed – to help integration.
- More and better narrative on record and more transparency of reasoning.

- Ministers own decision making, but they need to be given more carefully thought through opportunities for integrated action and for collaboration.
- That needs thorough scoping and preparatory work.
- “Prosperity for All” “opens the doors” – officials need to go in, thoroughly “explore the whole house”.
- ...and think about its future...!



Facilitators were given some potential questions to help prompt discussion, if needed:

- What will real understanding of the importance of impact assessment, and the necessary behaviour change in the way it is done, look like?
- What will integration of impact assessments across all policy areas look like?
- How should Welsh Government’s Senior Responsible Officers (SRO’s) for programmes of work bring consistency and cross departmental working?
- Who scrutinises impact assessments and how are they challenged?
- What does a more open and transparent decision making process look like?
- How can it best be communicated widely and clearly?

Facilitators were asked to arrange for detailed notes to be taken during the discussion and to ensure their group selected three prioritised contributions to feed back at the end of the session.

**For the second exercise on involvement,** participants were reminded of some important messages from their previous workshop:

- We need to find new ways to open up minds, develop lateral thinking and break old habits.
- Leadership is crucial.
- Develop the ability to communicate policy thinking through narrative.

- Build open dialogue and learn from citizens and stakeholders.
- Show that we have done.
- Fewer, more integrated policies are needed – worked up together.

A number of potential questions were also offered to help the facilitators to prompt discussion about what an “all-encompassing involvement plan” should look like in the creation of a Clean Air Plan for Wales:

- What does effective, continuous, long term involvement look like?
- Who should we involve – when and how?
- How can we use a mix of methods to involve different people or ranges of people at different stages?
- How can decisions and indicators of progress be communicated widely and clearly.
- How do we keep people on board?

Again, facilitators were asked to arrange for detailed notes to be taken and to ensure their group selected three prioritised contributions to feed back at the end of the session.

### **Some feedback from participants on the workshop discussions**

At the end of Workshop Two, **Alan Netherwood** (WWF’s consultant) fed back his own observations on the day, emphasising the following:

- The importance of openness with continuous exchange and scrutiny to ensure efficient/cost effective and time effective processes.
- Important to have transparency of thought processes – showing the workings.
- Potential usefulness of citizens’ panels – eg in participatory budgeting.
- Good practice is happening in places – we need to make it the norm.
- Space and permission is needed within Welsh Government – corporate intervention.
- We need to look at the big levers that will make a difference.
- A real willingness of people to work together to try to do things well.

### **Participants also fed back the following:**

- Government and the third sector can get along! Information and dialogue have been really open and there’s hope for the future!
- It is important to recognise what is already good.
- Repeat this exercise with private sector – departments should look at how they work with the private sector.
- Thank you for the workshops. They have been a rich resource and afforded the opportunity to share common aspirations.



## Copies of the workshop slides:

### The Well-being of Future Generations

2018 New Year workshops  
Workshop One:

*Understanding of the Act and how it should be applied -  
how to show progress....?*

### The first of three incremental workshops....

1. Understanding of the Act and how it should be applied – how to show progress.
2. Driving systemic responses to the Act – creating a ‘whole Government’ response.
3. A ‘deep dive’ to consider application in a high impact area – Air Quality.

### What we hope to achieve....

- Better understanding between WG and stakeholders on perspectives and experiences of applying the Wellbeing of Future Generations Act.
- Understanding of the expectations for effective delivery at both “whole Government” and programme / project levels.
- Identified areas of good practice and areas for change.
- Agreed next steps in areas for improvement.

### Three principles to guide our discussions....

- A joint commitment to the common purpose of the Future Generations legislation.
- Open-minded and respectful interest in all perspectives.
- A flexible, creative and co-productive spirit.

### EXPECTATIONS

- Sustainable development – A global movement
- Ground-breaking commitments lead to ...
- HIGH EXPECTATIONS of:
  - Change in approach *and* outcomes
  - Scale and pace
  - Leadership

### A two stage discussion:

- **Our understanding of the Act and how it should be applied** – Contributing to interconnected Goals, why “box ticking” won’t do and the importance of the SD Principle and the five ways of working.
- **Showing progress** – The challenge of showing progress at all levels and in multiple facets of decision-making, planning and delivery.

### A few things to consider....

### Why the legislation is a challenge to us all....

- It applies to the very high level **strategic things** we decide on and plan,
- .....and to the details of **smaller decisions and actions** - how we deliver “on the ground”,
- .....and to **every level of decision and action** that lies between those two;
- so it has to be **convincingly seen to pervade** the way the think and act **at all times and at all levels**.



*How will we know when this is happening as it should?*

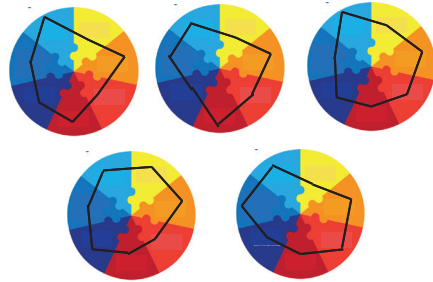
### Why the legislation is a challenge to us all....

- It seeks integrated action and multiple benefits - **pushing against silo behaviour that can come from single interest focus.**
- Applying it's requirements will **never lead to a single "right answer"**.

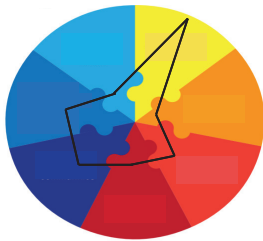


*How can we all get into the mind set of integrated delivery as we pursue our various specific objectives?*

### No single "right answer" .....



....but you might not want one of these without a very good reason....



### Stakeholder experience

- WELSH GOVERNMENT PLANNING: IMPRESSIONS
- INCONSISTENCY
  - Good practice needs to be built on
  - Impact on stakeholders
  - Impact on public bodies

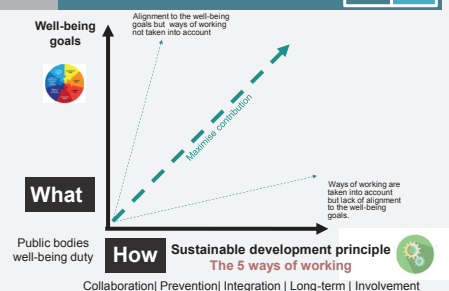
### Emerging Themes

- Maximisation of contribution to Goals
- Integration
- Long term – what is this? Does it include future generations?
- Involvement

**The Sustainable Development Principle and the Five Ways of Working are at the heart of the legislation.**

**How we do things makes all the difference to what we achieve.**

#### 1.10 Maximising

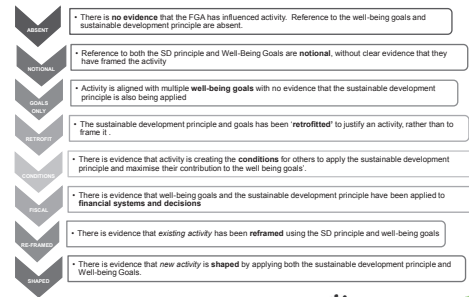


### Session Two "Showing Progress"

## Two types of progress

- Demonstrate Impact
- Demonstrate change in mechanisms, approaches and processes intended to achieve impact

## The tool we used for analysis



## Showing our workings....

- How to show continuous application on so many levels, when there is no single right answer, or therefore a single “point in time” outcome?
- We need to show that we have been broad thinking, forward looking, inclusive and transparent in our reasoning.

## Showing our workings....

When decisions are made and actions taken, there will always be the risk of some dissonance between interests - but

- *the broader and more forward looking the consideration,*
- *the greater the involvement and collaboration,*
- *the clearer the reasoning, including on the root causes of problems we're looking to prevent,*

the better and more sustainable will be outcomes.

## Showing Progress

Is progress really something we can always “measure”....?  
How else can we show it....?

## The things we choose to count.....



What assumptions might we be making about the “value” of the big, shiny, “obvious” things as opposed to the seemingly dull little things we’re not noticing....?

## Showing Progress in things we can’t “count”

We need to find effective ways of giving an open, credible, sufficiently detailed account of our workings and the changes we are making as we apply the Act.

## The Well-being of Future Generations

2018 New Year workshops  
Workshop Two:

*Driving active, systemic responses  
to the Act across Government –  
creating a 'Whole Government Response'.*

## The second of three incremental workshops....

1. Understanding of the Act and how it should be applied – how to show progress.
2. Driving systemic responses to the Act – creating a 'whole Government' response.
3. A 'deep dive' to consider application in a high impact area – Air Quality.

## What we hope to achieve....

- Better understanding between WG and stakeholders on perspectives and experiences of applying the Wellbeing of Future Generations Act.
- Understanding of the expectations for effective delivery at both "whole Government" and programme / project levels.
- Identified areas of good practice and areas for change.
- Agreed next steps in areas for improvement.

## Three principles to guide our discussions....

- A joint commitment to the common purpose of the Future Generations legislation.
- Open-minded and respectful interest in all perspectives.
- A flexible, creative and co-productive spirit.

## Summary of Progress so far

- WORKSHOP 1  
Expectations, Experience, Issues
- Workshop 2  
Purpose  
– Drive systemic responses to the Act –How to create a 'whole Government' response

## MAXIMISING CONTRIBUTION TO EACH OF THE GOALS INTEGRATION

- What does this really mean and what stops us?  
*Policy integration/ join up*
- Integration requires assessment of impact – positive *and* negative  
*Impact assessment*

## LONG TERM INVOLVEMENT

- How long is 'long'?  
*Procurement and Funding*
- Involvement : How, when, who and to what effect?  
*Capacity and capability*

## Today's two stage discussion:

1. **The Mechanisms of Government** – Taking a closer look, through the lens of the five ways of working, at five important aspects of Government "machinery":
  - *Policy integration* – "joining up" across Government
  - *Impact Assessment* – considering the effects of what we plan to do / have done
  - *Capacity and Capability* – how we help all officials to "pull together" in the direction of WFG, and how involvement can help....
  - *Funding* – looking at the "why", "what" and "how" of our funding deployment
  - *Procurement* – seeking maximum good effect through progressive changes in public sector procurement.
2. **Showing Progress** – Working out how we can best show and recognise progress and positive change in each of these areas.

### Policy integration – “Joining up” across Government

- There’s a lot to be mindful of when we seek to join up our policies...
- 144 Divisions and around 500 Branches in Welsh Government – the policies they work on rarely just “begin”....
- Mutual awareness, corporate oversight and co-ordination – an enduring challenge
- Strategic budgeting, business planning, financial planning and workforce planning
- A new way of working is beginning to emerge – different approaches to cross-departmental interaction
- Our third workshop on Air Quality will support one of these....

### Impact Assessment - Considering the effects of what we plan to do / have done

- **Traditional collection of separate processes** - many to meet statutory obligations: *Equality; Children’s rights; Welsh Language; Biodiversity; Rural Proofing; Privacy* etc.
- **Changes underway** to our approach to impact assessments – bringing them together under a verifiable narrative on application of the SD Principle and contribution to the Goals.
- Impact Assessments need to include intelligent consideration of **Future Trends**.
- Impact assessment establishes a **“baseline” position that can be checked against** as policy is implemented, progress towards outcomes unfolds and outcomes emerge.
- But, as things develop, and trends and conditions change, it should also be **kept alive and subject to review**....

### Capacity and Capability

*Welsh Government officials “pulling together” with all stakeholders in the direction of the well-being of future generations*

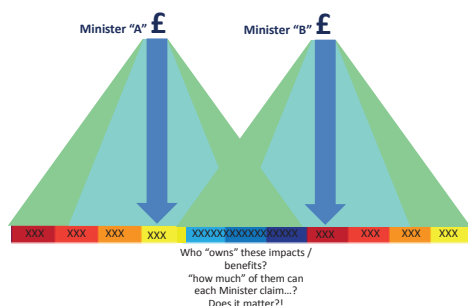
- **The Future Proofing work in Welsh Government:**  
“.....looking at how we can build an inclusive, high-performance culture that is genuinely collaborative and focused on outcomes – reflecting our commitment to the Well-being of Future Generations”.
- **Leadership and performance management are key:**  
“We’ll take a fresh look at our learning and development programmes.... We’ll also look at how to improve our performance management and appraisals”.
- **Welsh Government has much to change in its internal workings, and we need a new kind of involvement and collaboration to be effective.**
- **“Involvement” is more than a conversation or a consultation...**  
It’s being open to new ways of harnessing commitment, energy and action on all sides and by all parties – shared purpose and trust – WG have a long way to go...

### Funding

*The “why”, “what” and “how” of our grant funding*

- **Grants and procurement** – Public Procurement Law & State Aid
- Grant funding – **Core purpose and multiple benefits**
- Work planned to look more closely at **specifications, terms and conditions, remit letters** etc. and the experiences of grant recipients
- **Environment Single Revenue Grant** – a possible example of good practice...

### The importance of multiple benefits



### Procurement

*Seeking maximum good effect through progressive changes in public sector procurement.*

#### How the Act is being applied in the act of procurement itself

- developing & delivering WFGA awareness training for buyers & the supply community
- developing tools & guidance to help Welsh public bodies apply the Act to Procurement activity

#### The positive impacts that can be delivered through contracted activity:

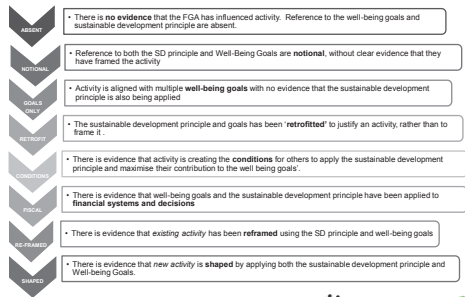
- Some contractors asked to show how their proposals have included a wide consideration of the Goals and the five ways of working (the FG Commissioner’s Office...!)
- Procurement colleagues are working to develop an effective & consistent approach to applying the Act using a series of collaborative pilots – including on
  - reduction of packaging and/or plastics
  - issues connected with the transportation of goods
  - increasing involvement of Welsh food suppliers in supply chains
  - public sector food procurement
  - Better Jobs Closer to Home – across a range of policy interventions
  - a circular economy approach to office furniture (collaboration with Public Health Wales)

## Session Two “Showing Progress”

### Two types of progress

- Demonstrate Impact
- Demonstrate change in mechanisms, approaches and processes intended to achieve impact

### The tool we used for analysis



### Demonstrating Impact - Workshop 1

- Complicated and challenging but essential
- Act as framework

The right evidence of change

Showing progress

Shared impact

### Recognising or showing progress in mechanisms of government

- Change in mechanisms, approaches and processes - intended to achieve impact
- What will change look like in the areas we've just discussed?
- What will the experience of working with Welsh Government be like for stakeholders, co-deliverers, grant recipients, contractors etc.?
- What steps do we need to take to get there....

Over to Mandy.....

## The Well-being of Future Generations

2018 New Year workshops  
Workshop Three:

***Putting the Act to work.....!  
A deep dive on "Clean Air for Wales"***

## The third of three incremental workshops....

1. Understanding of the Act and how it should be applied – how to show progress.
2. Driving systemic responses to the Act – creating a 'whole Government' response.
3. A 'deep dive' to consider application in a high impact area – Air Quality.

## What we hope to achieve....

- Better understanding between WG and stakeholders on perspectives and experiences of applying the Wellbeing of Future Generations Act.
- Understanding of the expectations for effective delivery at both "whole Government" and programme / project levels.
- Identified areas of good practice and areas for change.
- Agreed next steps in areas for improvement.

## Three principles to guide our discussions....

- A joint commitment to the common purpose of the Future Generations legislation.
- Open-minded and respectful interest in all perspectives.
- A flexible, creative and co-productive spirit.

## EMERGING THEMES

### WAYS OF WORKING

- Long term
- Involvement
- Integration

## EMERGING THEMES

### Mechanisms of Government

- Impact assessments
- Procurement
- Capability and capacity

## The plan for today:

1. Focus on **integrated impact assessment** in developing a Clean Air Plan for Wales
2. Focus on **involvement** in developing a Clean Air Plan for Wales

At all times considering how we will show and recognise progress and positive change in these two areas:  
what will they look and feel like when we are doing them well

## Air Quality – setting the scene....

- Air quality in Wales is generally good.
- Two of the key pollutants we're worried about are: particulate matter (PM) and nitrogen dioxide (NO<sub>2</sub>).
- Improvements mostly driven by controls on emissions from power stations, industry, including agriculture, transport and domestic sources.
- More needs to be done to reduce the harmful effects of air pollution where it is occurring.
- Can cause respiratory problems and shorten lifespans.
- Contributes to the acidification of soil and surface water, damages sensitive habitats and can damage vegetation through exposure to ozone.





Action to improve air quality in Wales is a key priority:

*Through planning, infrastructure, regulation, and health communication measures, **we will reduce emissions and deliver vital improvements in air quality.***

## Some quick questions to the Air Quality Team.....

## Session One Integrated Impact Assessment:

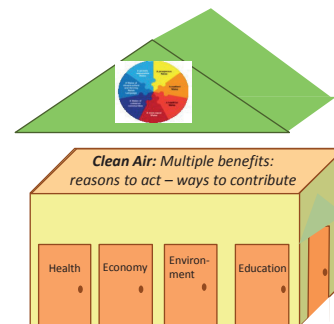
*Understanding potential positive and negative, impacts across all of the Goals, from actions being considered in all policy areas, as we work together to deliver a Clean Air Plan.*

## Some messages from your last workshop....

- Impact assessments need to be carried out differently - more holistically;
- They should consider multiple benefits across the seven goals;
- People need the time and resource to do them thoroughly and comprehensively, with wide involvement;
- They are needed at different of stages of policy and delivery development;
- We need to record impact assessments in clear narrative that can hold up when challenged and can be verified / checked against in the future.

## Messages on integration apply to impact assessment.....

- How to demystify the black box decision making?
- More open dialogue is needed – to help integration.
- More and better narrative on record and more transparency of reasoning.
- Ministers own decision making - but they need to be given more carefully thought through opportunities for integrated action and for collaboration.
- That needs thorough scoping and preparatory work.
- *Prosperity for All* “opens the doors” – officials need to go in, thoroughly “explore the whole house”,
- .... and think about its future....!



## What will good impact assessment look like in the creation of a Clean Air Plan?

- What will behaviour change and real understanding of the importance of impact assessment look like?
- What will integration of impact assessments across all policy areas look like?
- How will Senior Responsible Officers (SRO's) bring consistency and cross working?
- Who will scrutinise impact assessments and how will they be challenged?
- What does “a more open and transparent decision making process” look like?
- How should it be communicated widely and clearly?

## Session Two Involvement:

*How to build and maintain, productive dialogue and sustained effort, through continuous involvement - when resources are limited.....*

### Messages from your last workshop

- We need to find new ways to open up minds, develop lateral thinking and break old habits.
- Leadership is crucial.
- Develop ability to communicate policy thinking through narrative;
- To build open dialogue and learn from citizens and stakeholders
- To show that we have done so....
- Fewer, more integrated policies are needed - worked up together.

### What should an all-encompassing involvement plan look like in the creation of a *Clean Air Plan for Wales*?

- What does effective, continuous, long term involvement look like?
- Who should we involve – when and how?
- How can we use a mix of methods to involve different people or ranges of people at different stages?
- How can interim outcomes and decisions be communicated widely and clearly
- How do we keep people on board?

## Annex 2 – Workshop Participants

### Welsh Government delegates

Economy, Skills and Natural Resources	Deputy Director, ERA EU Exit & Strategy Unit	Rhodri Asby
Economy, Skills and Natural Resources	Air Quality	Andrew Carter
Economy, Skills and Natural Resources	Head of Decarbonisation	Lucy Corfield
Economy, Skills and Natural Resources	Deputy Director Advanced Materials & Manufacturing	Dickie Davis
Economy, Skills and Natural Resources	Future Trends Policy Adviser	Rhydian Davies
Economy, Skills and Natural Resources	Energy and Environment	Helen Donovan
Economy, Skills and Natural Resources	Deputy Director – Transport	Andy Falley
Economy, Skills and Natural Resources	Marine and Fisheries, Engagement and Communications	Rebecca Gorman
Economy, Skills and Natural Resources	Deputy Director, Transport Policy, Planning & Partnerships	Rhodri Griffiths
Economy, Skills and Natural Resources	Head of Agriculture and Sustainable Development	Gary Haggaty
Economy, Skills and Natural Resources	Deputy Director, Entrepreneurship & Delivery	Duncan Hamer
Economy, Skills and Natural Resources	Deputy Director, Procurement, Value Wales	Jonathan Hopkins
Economy, Skills and Natural Resources	Deputy Director, Property	Tim Howard
Economy, Skills and Natural Resources	Deputy Director, OD & Change Programme	Marcella Maxwell
Economy, Skills and Natural Resources	Head of Rural Payments Division	Hugh Morgan
Economy, Skills and Natural Resources	Head of Waste Strategy Branch	Andy Rees
Economy, Skills and Natural Resources	Finance & Operations	Alyson Rogers
Economy, Skills and Natural Resources	Director Sport	David Rosser
Economy, Skills and Natural Resources	Deputy Director, Marketing	Mari Stevens
Economy, Skills and Natural Resources	Future Trends Reporting Manager	David S Thomas

Economy, Skills and Natural Resources	Air Quality	Jamie Thomas
Economy, Skills and Natural Resources	Deputy Director, People and Environment	Terri Thomas
Economy, Skills and Natural Resources	Business and Regions	Emma Watkins
Economy, Skills and Natural Resources	Deputy Head of Agriculture, Sustainability and Development	Jon Westlake
Economy, Skills and Natural Resources	Senior Corporate Performance & Review Manager	Max White
Education and Public Services	Communities Senior Manager	Aaron Fortt
Education and Public Services	Assistant Chief Inspector CSSIW	David Francis
Education and Public Services	Deputy Director, Childcare, Play and Early Years	Owain Lloyd
Education and Public Services	Education	Debbie Tynen
Health and Social Services	Chief Environmental Health Officer	Chris Brereton
Health and Social Services	Head of Review of Impact Assessment	Adrian Davies
Health and Social Services	Social Services and Integration	Matthew Hall
Health and Social Services	Head of Health Strategy	Matthew Jenkins
Health and Social Services	Deputy Director, Healthcare Quality Division	Chris Jones
Health and Social Services	Chief Social Research Officer	Steven Marshall
Health and Social Services	Population Health	Irfon Rees
Legal Services		Alison Henders-Green
Legal Services		Nia James
Office of First Minister and Cabinet Office	Head of Budget Effectiveness	Andrew Charles
Office of First Minister and Cabinet Office	Deputy Director, WFG	Gretel Leeb
Office of First Minister and Cabinet Office	Director of Governance	David Richards
Office of First Minister and Cabinet Office	Wellbeing Integration Manager	Alison Smith
Office of First Minister and Cabinet Office	Head of Budget Delivery	Emma Smith

## Third sector Delegates List

Organisation	Name
Age Alliance Wales	Christopher Williams
CAB	Andy Regan
Cardiff University	Dr Alison Parken
Care & Repair Cymru	Juliet Morris
Carers Wales	Beth Evans
Coed Cymru	Llinos Price
CVC Cardiff	Mary Duckett
Cynnal Cymru	Rhodri Thomas
Cytûn: Churches Together in Wales	Gethin Rhys
FoE Cymru	Haf Elgar
Groundwork North Wales	Karen Balmer
Groundwork North Wales	Debbie Cleverley
Head of Agency Support and Development	Neil Williams,
Hub Cymru	Julian Rosser
Hub Cymru	Hannah Sheppard
Indy Cube	Ceri Davies
Interlink	Ken Moon
Keep Wales Tidy	Jemma Bere
Keep Wales Tidy	Lesley Jones
Keep Wales Tidy	Louise Tambini
Living Streets	Rachel Maycock
One Planet Wales – One Planet Development	David Thorpe
Oxfam Cymru	Hayley Richards
RSPB	Annie Smith
Size of Wales	Rita Singh
Sustainability Consultation	Alan Netherwood
Tai Pawb	Martin Jones
WCVA	Clare Sain-ley-Berry
WCVA – Open Government Project	Jetske Germing
WEL	Liz Smith
WI	Rhian Connick
WI	Sarah Thomas
Wildlife Trust Wales	Rachel Sharp

WWF Cymru	Anne Meikle
WWF Cymru	Alec Taylor
WWF Cymru	Alex Phillips
WWF Cymru	Jessica McQuade

### Other Bodies Delegates List

Marie Brousseau-Nouveau – Observer	Future Generations Commissioner's Office	Director
Cathy Weatherup	Public Health Wales	
Catryn Holzinger – Observer	Wales Audit Office	WFG Lead