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# Well-being of Future Generations: An examination of 'Promoting physically active lifestyles to improve mental and physical well-being' – **Pembrokeshire County Council**

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Mae'r ddogfen hon hefyd ar gael yn Gymraeg. This document is also available in Welsh.

The team who delivered the work comprised Jeremy Evans, Alison Lewis and Richard Hayward under the direction of Huw Rees.

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# Summary report

## Summary

### Why we undertook the Examination

- 1 In accordance with the Well-being of Future Generations (Wales) Act 2015 (the Act) the Auditor General for Wales (the Auditor General) is statutorily required to examine public bodies to assess the extent to which they have acted in accordance with the sustainable development principle when:
  - a. setting their well-being objectives; and
  - b. taking steps to meet them.

The Act defines the sustainable development principle as acting in a manner: ‘...which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs.’
- 2 The Auditor General must provide a report on his examinations to the National Assembly for Wales at least a year before each Assembly election. The first such report must be published by 2020, before the 2021 Assembly election.
- 3 During 2018-19 the Auditor General is undertaking examinations across the 44 bodies covered by the Act to inform his report to the National Assembly.
- 4 In May 2018, the Auditor General published his report, ‘Reflecting on Year One – How have public bodies responded to the Well-being of Future Generations Act (2015)’. He concluded that, public bodies support the principles of the Act and are taking steps to change how they work.
- 5 In developing our approach to undertaking the examinations during 2018-19 we engaged with a range of stakeholders including through our pilot work during 2017-18. We also worked closely with the Future Generations Commissioner.
- 6 As the preliminary work in year one included a consideration of how public bodies had set their well-being objectives the principal focus of this work is the way in which public bodies are taking steps to meet their well-being objectives.
- 7 The findings in this report are based on fieldwork that we undertook during the period November 2018 to February 2019.
- 8 This report sets out our findings from our examination of ‘Promoting physically active lifestyles to improve mental and physical well-being’, a step the Council is taking to meet its well-being objectives.
- 9 It also sets out the Council’s initial response to our findings.

## What we examined

- 10 We examined the extent to which the Council is acting in accordance with the sustainable development principle in 'Promoting physically active lifestyles to improve mental and physical well-being'.
- 11 In order to act in accordance with the sustainable development principle public bodies must take account of the following 'ways of working':

### Exhibit 1: the 'five ways of working'

The table below sets out the 'five ways of working' as defined in the Welsh Government's 'Well-being of Future Generations (Wales) Act 2015 The Essentials'<sup>1</sup> document.

The Five Ways of Working
<b>Long-term</b> The importance of balancing short-term needs with the need to safeguard the ability to also meet long-term needs.
<b>Prevention</b> How acting to prevent problems occurring or getting worse may help public bodies meet their objectives.
<b>Integration</b> Considering how the public body's well-being objectives may impact upon each of the well-being goals, on their other objectives, or on the objectives of other public bodies.
<b>Collaboration</b> Acting in collaboration with any other person (or different parts of the body itself) that could help the body to meet its well-being objectives.
<b>Involvement</b> The importance of involving people with an interest in achieving the well-being goals, and ensuring that those people reflect the diversity of the area which the body serves.

- 12 Our examination found that: **The Council has acted in accordance with the sustainable development principle in developing the step in relation to promoting physically active lifestyles but there are opportunities to further embed the five ways of working.**

<sup>1</sup> Well-being of Future Generations (Wales) Act 2015 The Essentials, Welsh Government (2015)

# Detailed report

## Part One: Examination Findings

The Council has acted in accordance with the sustainable development principle in developing the step in relation to promoting physically active lifestyles but there are opportunities to further embed the five ways of working

The Council has considered the long-term benefits in setting this step and recognises the need to develop outcome measures

### What we looked for

- 13 We looked for evidence of:
- a thorough understanding of current and long-term needs; and the associated challenges and opportunities;
  - planning over an appropriate timescale;
  - resources allocated to ensure long-term benefits; and
  - appropriate monitoring and review.
- 14 Our examination was also informed by the positive indicators for the 'long-term' that we have identified and used as part of this examination.<sup>2</sup>

### What we found

- 15 We identified the following strengths:
- the new strategy is planned over the longer term covering the period 2018-2028, with indicative finance in place;
  - the Council has set an ambitious aim to have the most active population in Wales;
  - the Council's strategy is focused on making changes to individual's activity levels and sustaining this over the long-term to make changes in their future health; and

<sup>2</sup> See Appendix 1

- the new approach is to focus on encouraging non-users to take part in activities rather than simply encouraging those that are already active to just do more.
- 16 We identified the following opportunities for improvement:
- the Council needs to collect data so it can:
    - understand the issues in enough detail;
    - establish what success looks like (based on outcomes); and
    - know how it is going to measure outcomes.
  - the Council needs to look at how it measures the benefits associated with services it provides, considering, for example, social value performance measures.

## 'Prevention' is fundamental to the strategy which aims to develop and deliver services to improve the physical, social and emotional health and well-being of citizens

### What we looked for

- 17 We looked for evidence of:
- a thorough understanding of the nature and type of problem the step could help prevent from occurring or getting worse;
  - resources allocated to ensure preventative benefits will be delivered; and
  - monitoring and review of how effectively the step is preventing problems from occurring or getting worse.
- 18 Our examination was also informed by the positive indicators for 'prevention' that we have identified and used as part of this examination.<sup>3</sup>

### What we found

- 19 We identified the following strengths:
- the Council is investing in improving its leisure offer to encourage wider usage to tackle obesity and help prevent potential health problems occurring;
  - the Council is clearly considering the role of physical activity in helping to improve and prevent both mental and physical health issues developing;
  - the Council is actively promoting usage by targeting specific groups e.g. Haverfordwest walking football sessions for groups with mental health challenges and free memberships for unpaid carers; and

<sup>3</sup> See Appendix 1

- the Council has a successful take up of the GP exercise referral scheme. The numbers of referrals have increased each year for the last four years. In 2017-18 1,974 people were referred, up 10.4% on 2016-17 levels.
- 20 We identified the following opportunities for improvement:
- consider how improving data and understanding of physical, social and emotional health and well-being of citizens could:
    - improve knowledge of root causes;
    - provide better understanding of the outcomes of different interventions to help the Council build on successful practice; and
    - enable more targeted and tailored approaches to addressing the issues, including the potential to invest further in preventative activities.

**The Council has considered how its actions to deliver this step integrate with other Council well-being objectives and the objectives of other public bodies, but a more systematic approach is needed**

#### What we looked for

- 21 We looked for evidence of consideration of:
- how this step could contribute to the seven national well-being goals;
  - how delivery of this step will impact on the Council's well-being objectives and wider priorities; and
  - how delivery of this step will impact on other public bodies' well-being objectives.
- 22 Our examination was also informed by the positive indicators for 'integration' that we have identified and used as part of this examination.<sup>4</sup>

#### What we found

- 23 We identified the following strengths:
- the leisure strategy is linked to more than one of the Council's well-being objectives;
  - officers reported that the importance of effective leisure services has been recognised across the Council, and what was sometimes previously viewed as a 'nice to have' service is now recognised for the wider benefit it can bring;

<sup>4</sup> See Appendix 1



- objectives are integrated across different departments, for example sports development in education and leisure services who are both working to the aim of getting more people more active, more often; and
- the leisure strategy identifies other relevant organisations' plans and strategies e.g. Welsh Government, Public Health Wales and Sport Wales.

24 We identified the following opportunities for improvement:

- the Council needs to consider how it further embeds an integrated approach across services to ensure that all staff are thinking about how benefits from their service can be maximised and any potential conflicts identified and managed; and
- whilst the Leisure Strategy identifies the national policy context and the key strategies from other partners it does not clearly demonstrate how these have contributed to the development of the strategy.

## The Council is collaborating with a range of partners to deliver the step and is exploring new partnership opportunities

### What we looked for

25 We looked for evidence that the Council:

- has considered how it could work with others to deliver the step (to meet its well-being objectives, or assist another body to meet its well-being objectives);
- is collaborating effectively to deliver the step; and
- is monitoring and reviewing whether the collaboration is helping it or its stakeholders meet well-being objectives.

26 Our examination was also informed by the positive indicators for 'collaboration' that we have identified and used as part of this examination.<sup>5</sup>

### What we found

27 We identified the following strengths:

- the Council is pro-actively engaging with health bodies to explore the possibility of utilising leisure centres as a potential base for medical centres;
- internal collaboration is mature and works particularly well with Social Services and Education, for example the 3G pitches provided as part of the 21st century schools' programme being used by clubs and community groups;

<sup>5</sup> See Appendix 1

- ongoing collaboration with community sports clubs and the third sector e.g. Swim Narbeth, and Community Connectors in Pembrokeshire Association of Voluntary Services (PAVS) who develop social activities and signpost / link communities to the Council's leisure offer; and
- key partnership with health and the successful GP referral scheme.

28 We identified the following opportunities for improvement:

- the Council recognise a potential opportunity to develop a wider leisure strategy for Pembrokeshire that will go beyond the scope of its own leisure strategy;
- further engagement with other key partners including town and community councils and neighbouring authorities, to identify opportunities for them to support the Council to deliver the aims of the leisure strategy, and
- establish mechanisms to help monitor and review whether collaborations with partners on leisure activities are being effective.

## The Council has involved stakeholders in the design of the strategy but could extend its engagements activities to ensure they are fully inclusive

### What we looked for

29 We looked for evidence that the Council has:

- identified who it needs to involve in designing and delivering the step;
- effectively involved key stakeholders in designing and delivering the step;
- used the results of involvement to shape the development and delivery of the step; and
- sought to learn lessons and improve its approach to involvement.

30 Our examination was also informed by the positive indicators for 'involvement' that we have identified and used as part of this examination.<sup>6</sup>

### What we found

31 We identified the following strengths:

- internal Council departments were heavily involved in consultation on the new leisure strategy;
- the strategy was informed by a lot of engagement with a range of organisations including: third sector bodies, Public Health Wales, 40 Local Sports Clubs and over 400 leisure centre users;

<sup>6</sup> See Appendix 1

- embedded use of customer feedback tools - using the net promoter score data Pembrokeshire leisure services won 'Best Customer Experience' in the local authority category of the 2018 Customer Engagement Agency; and
- responding to customer feedback the Council is delivering improved facilities in Haverfordwest Leisure Centre.

32 We identified the following opportunities for improvement:

- the Council should consider undertaking an equalities impact assessment (EIA) at a strategy level to assure itself that it is being inclusive and is considering the requirements of people with protected characteristics;
- the Council to look at ways in which it can engage more effectively with those not currently using leisure services;
- establish a plan for how the Council is going to continually involve and engage others as the strategy is delivered; and
- the Council is looking to utilise information from the 'data hub' to map members' data to produce postcode-based analysis. Further resources put into data analytics could help the Council to identify non-users and target their services more effectively.

## Part Two: Pembrokeshire County Council's response

- 33 Following the conclusion of our fieldwork we presented our findings to the Council at a workshop in February 2019 that was attended by senior officers of the Council. At this workshop the Council began to consider its response to our findings and as a result of discussions at the workshop and further reflection on our findings the Council has developed the following actions.

<b>Long-term</b>
Engagement with Data Hub to start the journey to delivering a set of outcome and social value measures to evidence achievement.
Engage with national groups to maximise the value of existing local and national measures, to develop and deliver a set of consistent measures to help comparisons between the achievements of different bodies.
<b>Prevention</b>
Analysing the range of interventions to assess which have most impact on positive outcomes.
Understanding why people don't engage and develop/deliver a plan to encourage people into leisure centres.
Use targeted approaches to maximise impact particularly in schools – specific age ranges, with targeted action plans.
<b>Integration</b>
Take a whole picture approach within senior leadership to more clearly support integration throughout the organisation, to change the culture and to think in an integrated way from the start and support the removal of any barriers to cross-service working.
Clearer articulation of how the local strategy supports national approaches and how other key partners and the PSB can contribute to the overall aims and goals for the citizens of Pembrokeshire (for example a Council Leisure strategy or a Pembrokeshire Leisure Strategy?)
<b>Collaboration</b>
Take opportunities to collaborate with partners, such as the National Park and the National Trust, in recognition that the leisure offer is wider than that provided through Council owned facilities. (to deliver progress towards the overall vision for Pembrokeshire's citizens.)
<b>Involvement</b>
Undertake an EIA for the leisure strategy as a whole and use this to challenge thinking to make sure the strategy is inclusive.
Set a regular review/refresh period to revisit the EIA to keep it fresh and continue to help drive the strategy forward.
<b>Corporate</b>
The Council needs to assure itself that it is acting in accordance with the sustainable development principle in taking steps to achieve its well-being objectives. Capturing the learning from this could help the Council to further embed good practice.

- 34 We will continue to monitor the Council's progress in implementing these actions, and the extent to which they address the issues we have identified in our findings.

# Appendix 1

## Positive Indicators of the Five Ways of Working

The table below sets out 'positive indicators' for each of the five ways of working that we have identified and will use to help inform our assessments of the extent to which bodies may be applying the Sustainable Development Principle (SDP). We do not intend to use the indicators as a 'checklist'. They should be viewed as 'indicators' that will help us to form conclusions, rather than 'determinants' of the extent to which a body is acting in accordance with the SDP in taking steps to meet its well-being objectives.

### Exhibit 1: Positive Indicators of the Five Ways of Working

#### What would show a body is fully applying the long-term way of working?

- There is a clear understanding of what 'long-term' means in the context of the Act.
- They have designed the step to deliver the well-being objective/s and contribute to their long-term vision.
- They have designed the step to deliver short or medium-term benefits, which are balanced with the impact over the long-term (within the project context).
- They have designed the step based on a sophisticated understanding of current and future need and pressures, including analysis of future trends.
- Consequently, there is a comprehensive understanding of current and future risks and opportunities.
- Resources have been allocated to ensure long-term as well as short-term benefits are delivered.
- There is a focus on delivering outcomes, with milestones/progression steps identified where outcomes will be delivered over the long-term.
- They are open to new ways of doing things which could help deliver benefits over the longer term.
- They value intelligence and pursue evidence-based approaches.

#### What would show a body is fully applying the preventative way of working?

- The body seeks to understand the root causes of problems so that negative cycles and intergenerational challenges can be tackled.
- The body sees challenges from a system-wide perspective, recognising and valuing the long-term benefits that they can deliver for people and places.
- The body allocates resources to preventative action that is likely to contribute to better outcomes and use of resources over the longer-term, even where this may limit the ability to meet some short-term needs.
- There are decision-making and accountability arrangements that recognise the value of preventative action and accept short-term reductions in performance and resources in the pursuit of anticipated improvements in outcomes and use of resources.

#### **What would show a body is taking an 'integrated' approach?**

- Individuals at all levels understand their contribution to the delivery of the vision and well-being objectives.
- Individuals at all levels understand what different parts of the organisation do and proactively seek opportunities to work across organisational boundaries. This is replicated in their work with other public bodies.
- Individuals at all levels recognise the cross-organisation dependencies of achieving the ambition and objectives.
- There is an open culture where information is shared.
- There is a well-developed understanding of how the well-being objectives and steps to meet them impact on other public sector bodies.
- Individuals proactively work across organisational boundaries to maximise their contribution across the well-being goals and minimise negative impacts.
- Governance, structures and processes support this, as do behaviours.

#### **What would show a body is collaborating effectively?**

- The body is focused on place, community and outcomes rather than organisational boundaries.
- The body has a good understanding of partners' objectives and their responsibilities, which helps to drive collaborative activity.
- The body has positive and mature relationships with stakeholders, where information is shared in an open and transparent way.
- The body recognises and values the contributions that all partners can make.
- The body seeks to establish shared processes and ways of working, where appropriate.

#### **What would show a body is involving people effectively?**

- Having an understanding of who needs to be involved and why.
- Reflecting on how well the needs and challenges facing those people are currently understood.
- Working co-productively, working with stakeholders to design and deliver.
- Seeing the views of stakeholders as a vital source of information that will help deliver better outcomes.
- Ensuring that the full diversity of stakeholders is represented, and they are able to take part.
- Having mature and trusting relationships with its stakeholders where there is ongoing dialogue and information is shared in an open and transparent way.
- Ensure stakeholders understand the impact of their contribution.
- Seek feedback from key stakeholders which is used to help learn and improve.

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