

# Complete Agenda



Corporate Management Team  
Swyddfa'r Cyngor  
CAERNARFON  
Gwynedd  
LL55 1SH

To: Members of the Council

27/04/18

Dear Member,

## **ANNUAL COUNCIL – 3 MAY, 2018 LATE REPORTS**

I enclose late reports in respect of the following items:-

**10. WELSH GOVERNMENT GREEN PAPER - "STRENGTHENING LOCAL GOVERNMENT: DELIVERING FOR PEOPLE" 2 - 15**

To submit the report of the Leader.

**16. GWYNEDD AND MON WELL-BEING PLAN 16 - 34**

To submit the report of the Leader.

Yours sincerely,

**Chief Executive**

## GWYNEDD COUNCIL



### Report to a meeting of the Council

**Date of the meeting:** 3 May 2018  
**Report by :** Councillor Dyfrig Siencyn, Council Leader  
**Contact Officer** Dilwyn Williams, Chief Executive  
**Title of the item:** The Government Green paper “Strengthening Local Government: Delivering for people”.

1. The Welsh Government have published a consultative document under the title “Strengthening Local Government: Delivering for People” which consults on “options to create stronger and more powerful by bringing them together to create new authorities.”
2. The paper sets out the case for change and then under the heading “Options for strengthening local government”, it notes that there is only one credible option for doing so which is to merge authorities and the paper is effectively a consultation on how best to do it.
3. The full green paper can be seen by following the link below.  
  
<https://beta.gov.wales/strengthening-local-government-delivering-people>
4. It asks 33 specific questions, some of them dealing with fine detail but rather than trying to construct answers to those questions, the purpose of this report is to engender a discussions on principles which the Council should adopt for use in any future discussion on the issue in future. We can then formulate a response which is consistent with those principles.
5. A response is required to the consultation by the 12 June.
6. The appendix to the report sets out the background and summarises the key issues in the green paper. On the basis of past discussions and our own experiences, proposals are made on the principles which should guide us in any future discussions.
7. These are summarised below as a basis for discussion at the Council.

**Principle 1:** The principal focus should be the ability of the public sector to deliver that which is important to the individuals which we serve.

**Principle 2:** Service should be provided at the most local level possible.

**Principle 3:** We wish to see a meaningful role for town and community councils in terms of them being responsible for and delivering some services in any pattern of public services developed for the future. We also therefore welcome the cross-party inquiry currently being undertaken to see if there is a need for change in order to ensure that the community council level can fulfil whatever role should be undertaken by them.

**Principle 4:** Accepting that there will be some functions which must be delivered by larger authorities, a balance needs to be struck between authorities of an appropriate size and retaining links with the communities they serve in order to protect local accountability and democracy.

**Principle 5:** In order to facilitate a national conversation a piece of work should be commissioned to establish what should be done by each level of government so that we can realise the ambition noted in paragraph 6.13 of the paper which states that we need to ensure that we do not have two tiers of government trying to do the same job. We need to be much clearer about the boundaries between the roles of the Welsh Government and local government and respect these roles.

**Principle 6:** We agree with the conclusions of the Williams Commission that better and more selective use needs to be made of collaboration and that the key to that is to leave local government itself to decide if it is beneficial or not. We certainly agree that the current complex collaborative working environment which has developed under the Government's direction needs to be simplified and lines of accountability clarified.

**Principle 7:** Any discussion on collaborative working should be led by the benefits that would accrue to the people of Gwynedd in terms of improving our ability to achieve that which is important to them or doing so more efficiently but setting that determination against any effect on local accountability.

**Principle 8 :** We believe that leadership is more important than the size of an authority. We consider Gwynedd Council to be of an appropriate size taking into account the challenges identified in the various studies to which references have been made, but as the Council's main responsibility is to protect the interests of Gwynedd's citizens, and in view of the criteria noted in principle 7, we should not close the door on any possibility which could lead to cost savings in management, central support or back office costs, which could in turn reduce the cuts which the council might have to make over the next few years.

**Principle 9** : Accordingly, the Council is prepared to take part in any discussion which would facilitate such an investigation in order to establish the potential benefits which a merger would offer, but any final decision would need to clarify the benefits against any weakening of accountability.

**Principle 10** : In any redesign there needs to be an assurance that any proposals do not create wards which are too large and make the work of the elected member in engaging effectively with their community more difficult. In particular, we must have assurances that we will not see more multi member wards, as such a provision can cloud the accountability of individual members within their electorates.

**Principle 11** : The implementation of a language policy which is clear in its presumption in favour of the Welsh language is fundamental to any future proposal and the Council will not compromise on that fundamental principle.

The history of discussions on the future of Local Government and the contents of the latest green paper “Strengthening Local Government : Delivering for people”.

### **The history**

1. The appropriate structure for local government has been the subject of much discussion since the Commission on Public Service Governance and delivery (the Williams Commission) published its report in January 2014.
2. It is difficult to summarise the 347 pages in that report without over simplifying. It was a report on the whole public sector and it identified the difficulties which public sector organisations were facing in general, but no attempt was made to try and establish which functions should be undertaken at each level of government and in the end, most attention was focused on the proposals to reduce the number of local authorities.
3. The Commission’s report noted that severe and sustained pressure on budgets and an increase in service demand by our citizens meant that the only viable way to meet the needs and aspirations of our citizens is by designing and implementing solutions which prevent rather than respond to critical solutions.
4. It is noted that the public sector is not in a position to be able to face these changes because the public sector structure is too complex with too many public organisations and some are too small and face multiple and severe risks to governance and delivery.
5. Many organisations were criticised for being slow to respond to pressure for change with their governance arrangements and those of partnerships often ambiguous and inadequate
6. The public sector values were not aligned with the challenges they faced allowing parochialism, defensiveness and insularity rather than innovation, flexibility and responsiveness.
7. In addition to these aspects relating to organisations such as local authorities the Commission also made a number of observations which had implications for the way in which the Welsh Government was operating.
8. For example, bearing in mind that it was the Government that had created a number of them the Commission states that “formal structures and relationships within the public sector are so complex as to inhibit both the

service improvements they claim to pursue and the accountability they seek to enhance. They also create and sustain short-term organisational cultures”.

9. They noted that much of the complexity arises from the multiple policy mechanisms (such as legislation, regulation, guidance and funding) which different departments of the Welsh Government use in dealing with service providers. Many of these place prescriptive and detailed requirements on other organisations in different ways; there is not always a clear rationale for why a particular mechanism has been chosen; nor is there always a sense that different policy mechanisms and programmes interact coherently and effectively. Sometimes, these differences frustrate collaborative action by local partners.
10. The Commission was particularly concerned at the Government’s use of specific grants stating that “they control, and thus focus attention on inputs rather than on outputs”. They were also critical of the tendency to create unnecessary legislative requirements; “the practice of legislating to require public bodies to ‘have regard’ to a specific concept or objective in their decision-making processes simply complicates those processes without necessarily achieving anything in terms of the objectives concerned”.<sup>i</sup>
11. The Commission’s response to their analysis was to :-
  - Reduce the complexity of the public sector by simplifying accountability, removing duplications, streamlining partnerships, making much better and more selective use of collaboration and maximising the synergy between organisations, including service delivery and ‘back-office’ functions;
  - Increasing the capacity of local authorities by mergers so as to combat the problems faced by small scale establishments and facilitate service integration and partnership working;
  - Strengthen governance, scrutiny and accountability measures.
  - Create a new approach to leadership based on shared public service values and based on collaboration and focussing on the citizen;
  - A different approach towards performance management through a single and concise set of national outcomes.

[The second bullet point is interesting considering that it is noted in the report that “it is a myth that there is some ideal structure or configuration of the public sector in Wales or anywhere else that will eliminate all problems of governance and delivery by design. The fact that governments around the

world have sometimes believed that myth, and embarked on widespread structural change for its own sake, does not make it real”].

12. This report led to a white paper by the Minister Leighton Andrews with the title “Reforming Local Government : Power to the People” which proposed that there should be a merger of authorities and asked for volunteers to take the first steps on that journey.
13. In October 2014 the Council discussed the white paper and their response at the time was -
  - The Council’s main responsibility is to safeguard the interests of Gwynedd residents and the services provided for them. Because of this, and accepting the reality that change is unavoidable, the responsible thing to do is not to close the door on any possibility that could lead to savings in management, central or back-office costs that could, in turn, reduce the scale of cuts that any council would have to make in the coming years.
  - As a result, the Council was willing to take part in any discussions that would facilitate that in order to identify what benefits could follow if the council amalgamated with another council or councils.
  - In doing so, the Council noted some important considerations on which it would seek assurances and some questions that needed answering before the Council would be able to proceed further in terms of submitting an offer to amalgamate. These were -
    - i. Ensuring accountable local democracy is crucial in moving ahead and any governance arrangements for the future must include arrangements for ensuring a dialogue on public services at a more local level than that of the current councils. Centralising in larger councils does carry a risk of distancing accountability from local communities and there is a need to improve the accountability and engagement of councils and individual members with residents and communities.
    - ii. The pattern of public services for the future must include a meaningful role for town and community councils in terms of being responsible for and providing services.
    - iii. In terms of the accountability of local members, assurances should be sought that the Boundary Commission proposals should not create wards that are too large, making the work of local members in engaging effectively with their communities harder. Specifically, assurances are sought that there will be no more multi-member wards, since such provision can confuse the accountability of local members within their wards.

- iv. Operating a firm Language Policy to support the Welsh Language is crucial for any new council that Gwynedd would be part of in the future
  - v. Certainty is required on the financial and asset position of every partner in order to assess the sort of financial position that any new council would inherit.
14. Despite the Council's mature response, it is fair to say that the general response to the proposals across Wales was lukewarm to say the least.
  15. Later, Mark Drakeford became the Minister and in January 2017 he published another white paper "Reforming Local Government : Regeneration and Renewal' where he announced due to the lack of support for wholesale reorganisation, those proposals would not be discussed further.
  16. Instead, the new white paper suggests that there is a desire amongst Leaders and Chief Executives for more regional working in Wales. The paper goes on to acknowledge that we should think carefully about the advantages and disadvantages of regional working. Whilst the paper emphasises a number of advantages of regional working and identifies a wide range of opportunities where this should be done, the other side of the coin is not highlighted i.e the disadvantages.
  17. It suggested developing a systematic and mandatory method of working on a regional basis.
  18. Throughout all of the discussions to this point whilst local democracy and accountability was mentioned in the Commission's report and in the two papers published by the government, one gets the impression that at best it was only being paid lip service rather than establishing it as a central principle.
  19. A number of engagement events were conducted across Wales to discuss the white paper and the Welsh Local Government Association's note of the conclusions reached at those meetings highlights clearly that there was a consistent message that strong local accountability and democracy needed to be a clear consideration when weighing up any case for moving towards more regional commissioning or management.
  20. It appears therefore that the message from the local government community was that local accountability should form the cornerstone in any case for change, but in the rush to "sell" further collaborative working there is a danger that this cornerstone has been relegated to the background by the Government or worse still, completely forgotten.

21. In addition, it appeared that the Commission's messages regarding the complicated environment which had been created in the field of collaboration had not been given any consideration.
22. We now have a new Cabinet Secretary, Alun Davies who has said in the WLGA Conference and at a meeting I had with him that he wished to empower local authorities and reduce the detailed control which was being placed upon us from Cardiff. I welcomed this message and was looking forward to the actions to make it a reality.
23. He has now published a green paper with the title "Strengthening Local Government : Delivering for people" and we need to submit a response by the 12 June.

### **The Green Paper**

24. The Green Paper wants a strong and empowered local government which can provide bold, determined and focused local leadership. It is eager to see councils with the strength and the scope to work in the best interests of the communities they serve and use public money effectively for the public good. We cannot argue with this vision.
25. The paper acknowledges that local democracy is a core part of Welsh identity but notes that a stronger local government is required with the ability to address the challenges we face.
26. The question I suppose is what evidence is there that this is not currently the case.
27. When reading the green paper, it is evident that it relies heavily on the findings of the Commission's report referred to earlier and notes that smaller councils face significant challenges in delivering consistently, securing the resilience, expertise and leadership capable of transforming their organisations and supporting their communities in a complex and changing world. They have further restrictions because of their proportionally greater administrative overheads.
28. The paper also highlights that local government has said that it is broadly supportive of the case for reforming local government and greater levels of regional working. It's difficult to know where this idea has come from as this is not my impression from the meetings I have attended.
29. It draws attention to the fact that local government has also noted that there are local services at the point of collapse despite the fact that Welsh Government has protected funding for local government in Wales.

30. Again, the basis for this interpretation is unclear to me as it notes in support of the contention the fact that local government finance increased by 4% between 2010/11 and 2017/18, but the Gwynedd settlement figures show that we suffered a reduction in grant of £16m over the period. This is not +4% !
31. It notes that continually increasing expenditure is not the solution (although we've seen a reduction) and that we need to transform services. To support this they refer to the history of prolonged attempts to promote collaborative working in local government on a voluntary basis and refers specifically to the slowness of pooling budgets in social services and health and the lack of appetite to develop joint local development plans. It is ironic to note that one of the smallest local authorities in Wales (Isle of Anglesey) is an authority which has done so (jointly with ourselves).
32. It is even more ironic to note that the reason why pooled budgets have not gained traction in the North is because the Government is forcing us to implement the policy in a way they think it should be done despite the fact that we know at the local level that it is not the way to go about it. It is not an objection to the concept that we have but rather the way in which they are insisting we implement it. Exactly the concern which the Williams Commission expressed.
33. Unfortunately the paper does not reflect upon why these concepts are not gaining traction and if it had done so, it would conclude that the reason was exactly that which the Minister himself had stated he wished to see being reduced - namely the intervention from Cardiff when people closer to the coal face know best what needs to be done.
34. Our experience in North Wales suggests that the expansion of regional collaborative working has at times resulted in the clouding of accountability and making the environment in which we are trying to deliver for our citizens needs even more complicated. In the context of local democracy this cannot be a good thing.
35. That is not to say that a regional or sub regional collaborative model cannot offer benefits.
36. There are some issues where perhaps local determination is less important than the benefit which could accrue in having a regional, sub-regional or national mode of working. The Growth bid would be a prime example.
37. However, a decision on each case should be taken on its own merits taking into account potential benefits set against any potential loss of local accountability, rather than following the mantra that big is always necessarily better.

38. We cannot argue that there is no such thing as economy of scale, but here can also be a diseconomy of scale. Sometimes, an organisation can become so big that the cost of trying to coordinate is greater than the expected cost saving of scale, and the service can often end up being less responsive, which reduces our ability to fulfil that which is important to the individual and we end up providing a “vanilla” solution to all.
39. The green paper goes on to outline that regional working will continue to play a crucial role in those areas where the topic lends itself to scale or where there are benefits from multiple local authorities being engaged (although it does not make any reference to the implications for local accountability).
40. Another issue of concern is that the paper notes that the Education Consortia will continue and have the potential to do more. There is a potential here for greater clouding of accountability. It notes that integrating health and social care and implementing the vision set out in the Parliamentary Review of Health and Care is ever more pressing. Another irony here is that they say this when the report actually encouraged more local delivery.
41. However, the paper notes that joint working in itself will not be sufficient and that it is time to examine creating fewer, larger authorities. The vision is that creating such authorities would make them stronger and more sustainable. Combining this with appropriate regional delivery, we would build on the advantages of our present system and get to grips with the challenges we face.
42. It then goes on to mergers (including Anglesey and Gwynedd) and discusses three ways of implementation:-
- Voluntary mergers
  - A phased approach with early adopters merging first followed by other authorities
  - A single comprehensive merger programme
43. There is no discussion as to whether or not merging authorities is the right answer. They note that they have no other credible alternative proposition. Even if it is accepted that merging is the answer, it does not question whether now is the time to do so.
44. They recognise that there will be a cost to the process of change and that they will use the consultation process to update the evidence on costs and benefits to help inform final decisions. This of course suggests that there is evidence in the first place. Certainly, there is a feeling from the start that the “evidence” presented in the Commission report is suspect to say the least. However, the paper notes that they believe that there are still significant financial benefits to be gained.

45. One of the paper's weaknesses is that it wedds itself to the illusion that if we reorganise, the advantages will answer the problems which local government faces.
46. In discussing how they came to a decision on the areas to merge, the paper notes that they have been constructed according to how any new authority areas relate to and take account of their communities ensuring democratic accountability is maintained, creating a sufficient scale to empower any new authority to protect public services and placing local government in a position of strength and sustainability for the future.
47. They do not determine a perfect size for a local authority. They note that the new areas will give the opportunity for more innovative approaches to service delivery and a greater ability to attract and retain the skills needed to deliver these services.
48. Oddly, the fact that Powys is a large geographical area means that there is no proposal to merge (although the principle being pursued in the report is sustainability).
49. It notes that after the reorganisation, collaborative working should continue and having fewer players around the table would create a more coherent sense of purpose and enable faster decision-making.
50. This seems to suggest that we should have fewer voices (and thus less democracy) in favour of quicker decisions.
51. If the comprehensive merger option is chosen, the intention is that the merger would take place in 2022 with the elections to the new councils taking place in June 2021. The remainder of part 5 deals with other transitional arrangements.
52. There is a section in the paper that deals with budgets but this is rather vague and it is not clear what exactly is under consideration.
53. The content of part 6 of the paper then goes on to set out the proposals for strengthening local democracy and giving the powers and flexibility which new local authorities need, but specifically it is emphasises that they are for those who have chosen to come forward to merge (not for those who have not).
54. It notes the need for the role of an elected member to be more attractive and to ensure that they are properly remunerated; it also notes that the Welsh Government will work with local government to champion the role of elected members and help communities understand and value the important part councils play in their lives.

55. One aspect to be welcomed is that clause 6.13 of the paper states that “we cannot afford to have two tiers of Government trying to do the same job. We need to be much clearer about the boundaries between the roles of the Welsh Government and local government and respect these”. Such a statement should be welcomed but will there be actions to support this vision – some statements in the report suggest otherwise.
56. It is intended to legislate for a general power of competence for principal councils which merge and community councils which meet eligibility criteria.
57. It is sad to see the weary suggestions relating to transactional services. They are going to invite merging authorities to be a part of the process of designing regional solutions for such services. They warn that those who do not come forward will be expected to adopt arrangements shaped by others.
58. Our previous experience in North Wales in trying to establish such a regime for the 6 authorities showed that having spent time and money looking at the proposal, the business case for undertaking such a venture did not stack up.
59. They also note the opportunity for efficiency savings by creating shared services to deliver administrative tasks. They note that this is not about creating anonymous shared services remote from people but about releasing staff to undertake front line services.
60. It appears that they have not had the opportunity to learn the lessons of having undertaken a whole systems approach as we have been able to do through our Ffordd Gwynedd initiatives which show that if you take the “administrative” work out of the work flow to be done elsewhere, the danger is that you will increase waste, failure demand and greater coordination costs – matters which do not receive much focus when “proponents of scale” laud the success of their efforts.
61. Indeed this approach to “administrative work” betrays a lack of understanding as to how modern local government services are provided and that there is no longer such a thing as “pure administration”. Any task which could be classed as administration is often an integral part of delivery. If it is only “administration” it is likely to have been removed as part of any whole system review in any case.
62. There is a specific section about the Welsh Language which notes very optimistically that the creation of new authorities will present an opportunity to strengthen the use of the Welsh language as the language of internal administration in local authorities. I imagine that political will is more likely to lead to this than any council restructuring.

63. In respect of community and town councils (which need to be part of any discussion regarding accountable local government – especially if principal councils are going to get larger) it refers to the cross-party review which is currently under way to identify how community councils can be strengthened and which will submit a report in October. It does not say any more about the issue or how it will impinge upon the green paper's proposals.

### **Possible Principles**

64. In accordance with the Ffordd Gwynedd principles, the first principle we should note in undertaking any future discussion is that **the principal focus should be the ability of the public sector to deliver that which is important to the individuals which we serve.**

65. This would mean that we need to be able to be answerable to the individual for doing so and therefore as a second principle; **services should be provided at the most local level possible.**

66. If we set Westminster aside for the moment, in accepting that we have 3 levels of democratic government in Wales – the community councils; principal councils and Welsh Government – naturally, the community council level is the most local possible.

67. We therefore welcome the cross-party inquiry currently being undertaken to see if there is a need for change in order to ensure that the community council level can fulfil whatever role should be undertaken by them. **We wish to see a meaningful role for town and community councils in terms of them being responsible for and delivering some services in any pattern of public services developed for the future.**

68. **Accepting that there will be some functions which must be delivered by larger authorities, a balance needs to be struck between authorities of an appropriate size and retaining links with the communities they serve in order to protect local accountability and democracy.**

69. In order to decide what should be done by each level of government, **a piece of work should be commissioned to establish what should be done by each level so that we can realise the ambition noted in paragraph 6.13 of the paper which states that we need to ensure that we do not have two tiers of government trying to do the same job. We need to be much clearer about the boundaries between the roles of the Welsh Government and local government and respect these roles.**

70. We agree with the Williams Commission's statement that better and more selective use should be made of collaborative working and that the key to this is to leave local government itself to decide is it of benefit or not. We certainly agree that the current complex collaborative working environment

which has developed under the Government's direction needs to be simplified and lines of accountability clarified.

71. From the Council's viewpoint, **any discussion on collaborative working should be led by the benefits that would accrue to the people of Gwynedd in terms of improving our ability to achieve that, which is important to them, or doing so more efficiently but setting that determination against any effect on local accountability.**
  72. In relation to the question of whether the Gwynedd Council is of an appropriate size to be accountable and avoid the possible weaknesses identified in the various documents noted above, accepting that we need to build on the concept of wellbeing area meetings, we believe that the Size of the current Council is appropriate.
  73. Having said that, in relation to the question of whether there should be mergers, we should reiterate our stance in 2014 which was that the prime responsibility of this Council is to protect the interests of Gwynedd's citizens and the services provide for them. **We should therefore we should not close the door on any possibility which could lead to cost savings in management, central support or back office costs, which could in turn reduce the cuts which the council might have to make over the next few years.**
  74. As a result , **the Council is prepared to take part in any discussion which would facilitate such an investigation in order to establish the potential benefits which merging with others would offer, but any final decision would need to clarify the benefits against any weakening of accountability.**
  75. In any redesign there needs to be an assurance that any proposals do not create wards which are too large and make the work of the elected member in engaging effectively with their community more difficult. In particular, we must have assurances that we will not see more multi member wards, as such a provision can cloud the accountability of individual members within their electorates
  76. Throughout all of this, the implementation of a language policy which is clear in its presumption in favour of the Welsh language is fundamental to any future proposal and the Council will not compromise on that fundamental principle.
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# Agenda Item 16

<b>MEETING</b>	<b>Council</b>
<b>DATE</b>	<b>3 May 2018</b>
<b>TITLE</b>	<b>Gwynedd and Anglesey Public Services Board Well-being Plan</b>
<b>PURPOSE</b>	<b>To Approve the Well-being Plan</b>
<b>AUTHOR</b>	<b>Councillor Dyfrig Siencyn</b>

## 1. PRESENTATION AND RELEVANT CONSIDERATIONS

- 1.1. The Well-being of Future Generations (Wales) Act 2015 places a duty on Public Services Boards to publish a Well-being Plan which outlines how it intends to improve the well-being of the area's residents. In order to achieve this, every Public Service Board is expected to publish a **Well-being Plan by May 2018**.
- 1.2. The Gwynedd and Anglesey Public Services Board contains representation at the highest level from the main public bodies in the area. Among the statutory membership are Gwynedd and Anglesey Councils, Betsi Cadwaladr University Health Board, North Wales Fire and Rescue Authority and Natural Resources Wales.
- 1.3. The first stage of the work of creating the Well-being Plan was to undertake an assessment of local well-being and carry out research in order to understand and learn more about those areas. In addition, several public consultation sessions were held in these areas in order to gather more information and give residents an opportunity to have their say.
- 1.4. In May 2017, Assessments of Local Well-being for the Gwynedd and Anglesey areas were published with both counties split into 14 smaller areas (eight in Gwynedd and six in Anglesey).
- 1.5. Having considered the data and the views of local people, nine principal messages were highlighted in the assessments for the entire area. A further series of workshops was held in August 2017 based on the main messages identified, in order to discuss how to respond to the matters highlighted.
- 1.6. The Board considered the aforementioned information in creating the Draft Well-being Plan for Gwynedd and Anglesey, published in December 2017. A three-month public consultation on the document was held between December 2017 and March 2018.
- 1.7. Appropriate opportunities were provided for individuals, interest groups and organisations to participate in the consultation by completing a questionnaire that was available on the Board's website; hard copy versions were available at offices, Libraries and Leisure Centres.
- 1.8. At Gwynedd Council, the Communities Scrutiny Committee scrutinised the content of the Draft Well-being Plan at its meeting on 22 February. In summary, they welcomed the document and noted that it identified the main issues needing

attention but they were disappointed that it did not include information about what the Board would do to make the priorities a reality.

- 1.9. The need to think differently, empowering communities and putting them at the centre was emphasised but funding was identified as a factor that could constrain delivery. It was agreed that the economy, high value jobs and housing supply for local people needed prioritisation.
- 1.10. In its meeting on 13 March 2018, the Cabinet also approved the Council's response to the Statutory Consultation on the Gwynedd and Anglesey Draft Well-being Plan.
- 1.11. 90 responses were received as part of the public consultation and a number of the comments supported the proposal. Other comments for improvement made by the Board were mentioned in the final version of the plan; other points are yet to be considered and these will receive attention over the coming year.

## **2. GWYNEDD AND ANGLESEY WELL-BEING PLAN**

- 2.1. A copy of the final version of the Gwynedd and Anglesey Well-being Plan is contained in **Appendix 1**.
- 2.2. The plan outlines how the Board intends to make a real difference to the lives of residents by working together in order to deliver results for the entire area.
- 2.3. The **Well-being Aims** have been drawn up following an analysis of the main messages that emerged from the Well-being Assessment, and the results of other research and assessments have been considered e.g. Regional Population Assessment in the field of health and care.
- 2.4. There are two well-being objectives with six priorities, which we will target in order to achieve the objectives. It is noted that these priorities are based on the messages which were highlighted as part of the Well-being Assessment.

### **1. Communities that thrive and flourish in the long-term**

- The Welsh language
- Homes for local people
- The effect of poverty on the well-being of our communities
- The effect of climate change on the well-being of communities

### **2. Residents that are healthy and independent and have a good standard of living**

- Health and care of adults
- Welfare and success of children and young people

- 2.5. The Board believes that these are fields in which we could collaborate better, at a time of significant cutbacks in public sector resources, in order to secure the best results for the residents of Gwynedd and Anglesey.

- 2.6. The priorities highlighted above are consistent with the improvement priorities in the Gwynedd Council Corporate Plan 2018-2023 adopted by the Council in its meeting of 8 March 2018, with one exception, namely the effect of climate change.
- 2.7. It's important to note that the Well-being Plan is a living document that will change and evolve over time.

### **3. NEXT STEPS**

- 3.1. As noted, Gwynedd Council is one of the statutory partners of the Gwynedd and Anglesey Public Services Board (together with the Isle of Anglesey County Council, Betsi Cadwaladr University Health Board, North Wales Fire and Rescue Authority and Natural Resources Wales). Although these partners are expected to approve the Well-being Plan, it is the Board who will decide on the content the final plan.
- 3.2. The next steps are to devise work programmes and identify short, medium and long term action steps for the six priority fields. Details of the Board's response to the priorities will be contained in these.
- 3.3. The Communities Scrutiny Committee within Gwynedd Council will regularly check the work of the Board and an annual report on the Well-being Plan's progress will be drawn up.
- 3.4. Over the coming year, the Board will also consider the points that emerged from the public consultation that are yet to be considered.

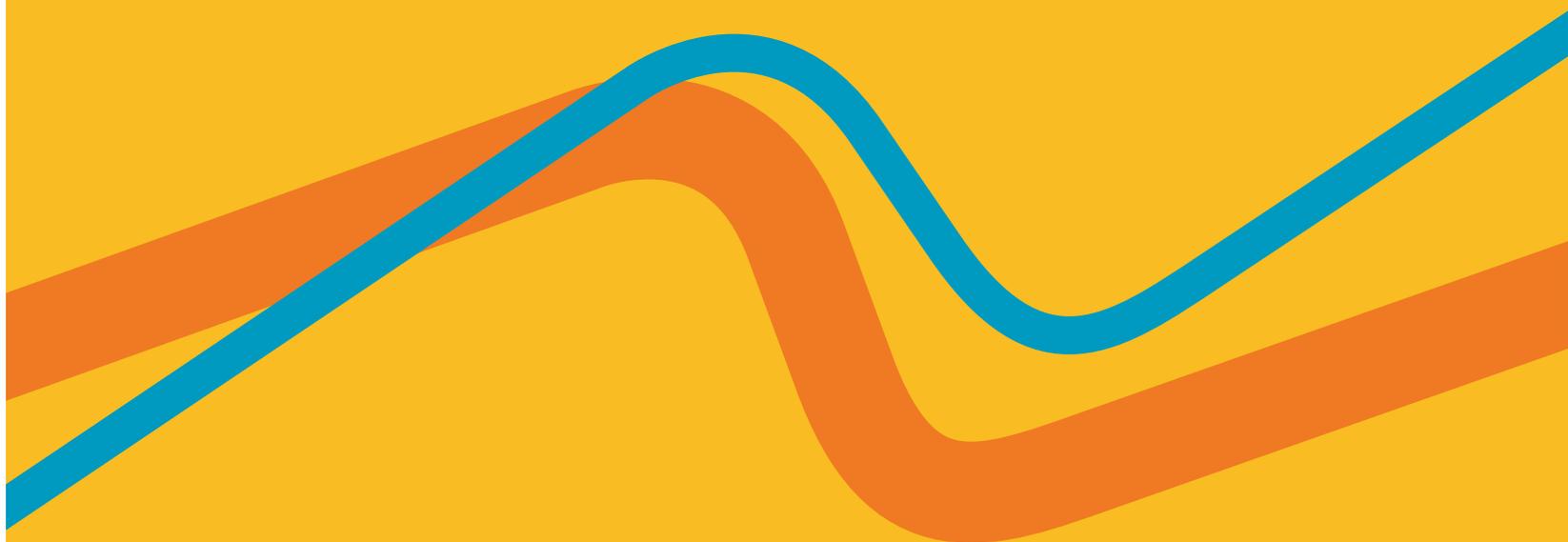
### **4. RECOMMENDATION**

- 4.1. The Council is invited to approve the Gwynedd and Anglesey Well-being Plan.

## **Appendix 1 – Gwynedd and Anglesey Well-being Plan**

# GWYNEDD & ANGLESEY

## WELL-BEING PLAN



**2018**

# WELL-BEING PLAN

The Gwynedd and Anglesey Public Services Board is committed to achieving positive changes to ensure the best possible future for communities across both counties through this Well-being Plan. The aim is to make a real difference to the lives of residents and ensure that public service providers work together to achieve a common ambition for the whole region.

We have strong and proud communities, with a tradition of helping each other and working together. The role of these communities will be central to delivering the well-being objectives which have been set out in this plan.

Engaging with communities is core to the success of the plan, and the Board commits to providing clear guidance in order reach its objectives. As members, we will take collective responsibility for realising the plan and we will work with partners to improve the well-being of residents and our communities.

However, it is important to emphasise that this Plan should not be considered in isolation and it does not look to encompass all the services and activities of the public bodies working in Gwynedd and Anglesey. The individual organisations will continue to provide services which will deliver their own objectives as well as contribute to the well-being objectives of the Public Services Board.

**Ffion Johnstone**

*Chair of the Gwynedd and Anglesey Public Services Board*



# WELL-BEING OF FUTURE GENERATIONS [WALES] ACT 2015

The aim of the Well-being of Future Generations Act (2015) is to improve the economic, social, environmental and cultural well-being of Wales.

The Act highlights seven well-being goals (see image below) and five ways of working in order to give public bodies a common purpose. It also tries to ensure that we are better at making decisions by placing a duty on organisations to think about the long-term, to collaborate and to consider people of all ages when resolving and preventing problems.

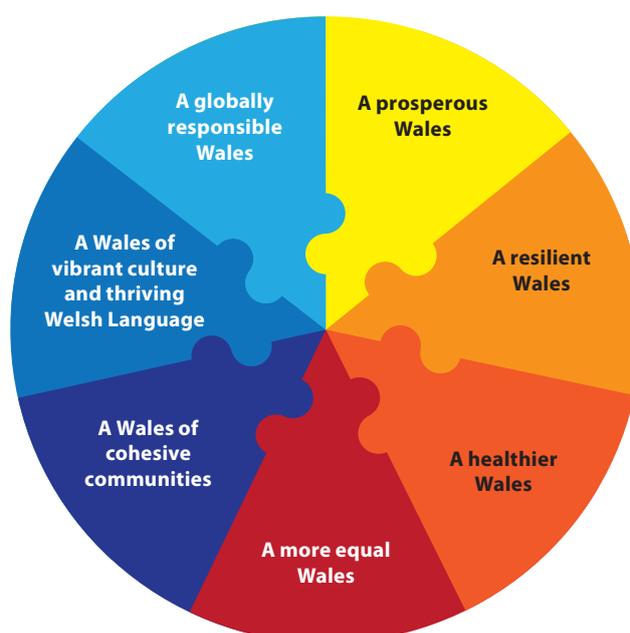
Together, the seven well-being goals and the five ways of working have been designed to support public bodies to meet the existing needs of their communities and ensure that the decisions of today do not harm future generations.

The Act has established a Public Services Board for every local authority area in Wales to ensure that public bodies work together to create a better future for the people of Wales. As part of this, the Public Services Boards must assess the well-being of their areas and create a Well-being Plan with the aim of improving communities.

The Boards must consider a host of other legislation which have also been created to improve public services, they include:

- Climate Change Act 2008
- Schools Standards and Framework Act 1998
- Childcare Act 2006
- Children and Families (Wales) Measure 2010
- Social Services and Well-being (Wales) Act 2014
- Crime and Disorder Act 1998
- Environment (Wales) Act 2016
- Planning (Wales) Act 2015

With all of this, the plan is being developed in a complex national and international context – with economic and political uncertainty placing added pressure on services, and having an impact on communities locally and across Wales.



# PUBLIC SERVICES BOARD MEMBERSHIP

The Gwynedd and Anglesey Public Services Boards have decided to work together as one Board to deliver their objectives.

The statutory members of the Board are:

- Gwynedd Council and the Isle of Anglesey County Council
- Betsi Cadwaladr University Health Board
- North Wales Fire and Rescue Authority
- Natural Resources Wales

As well as the statutory members, the Board is duty-bound to invite other individuals and bodies to participate. The Gwynedd and Anglesey Public Services Board has invited the following organisations as guest members:

- Welsh Government
- North Wales Police
- Public Health Wales
- North Wales Police and Crime Commissioner
- Snowdonia National Park Authority
- Mantell Gwynedd
- Medrwn Môn
- Wales Probation Service
- Bangor University
- Cartrefi Cymunedol Gwynedd
- Grŵp Llandrillo Menai

There will be an opportunity to ask other bodies/ organisations/ partners to sit on the Gwynedd and Anglesey Public Services Board in the future as specific objectives and actions are identified.

# ASSESSMENT OF LOCAL WELL-BEING

In May 2017, an Assessment of Local Well-being was published for Gwynedd and Anglesey. The Public Services Board decided to divide the two counties into 14 smaller areas and research was undertaken in order to understand and learn more about the well-being of those areas. Eight of these areas were in Gwynedd and six in Anglesey.

Once the data had been gathered and the research had been completed individual booklets were produced for each of the 14 areas. The booklets looked at well-being in the context of the four main headings of the Act – namely Social, Economic, Environmental and Cultural. 'Population and Language' has been included as an additional heading locally as the Board recognises the importance of this specific theme to the area.

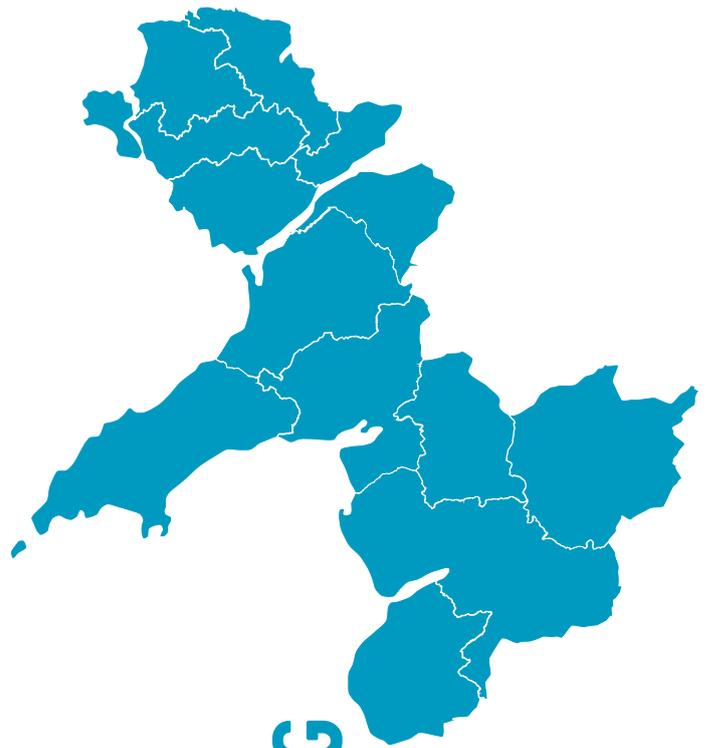
Twenty-eight public sessions were held, two in each of the areas, to gather more information and to give residents an opportunity to voice their opinion. We asked if they recognised their area from the booklets, what was important to them, and what they liked about their community as well as what they would like to see changing. Residents were also asked what was important in terms of the well-being of the individual and the well-being of the community.

It was important that we heard various opinions from across the area, so sessions were held at schools and with community groups. In addition, regional discussions were held with representatives of harder-to-reach groups.

There was a social media campaign and articles appeared in local press and on partners' websites to promote the assessment, and to encourage residents to complete an on-line questionnaire about their areas.

The information booklets for each area are still available on the website.

[www.LlesiantGwyneddaMon.org](http://www.LlesiantGwyneddaMon.org).



[WWW.LLESIAANTGWYNEDDAMON.ORG](http://WWW.LLESIAANTGWYNEDDAMON.ORG)

## WHAT IS WELL-BEING?

There isn't one specific definition of 'well-being'. There are frequent discussions about the meaning, but it can mean something different to everyone. Well-being can describe those things which affect how good an individual's life is. Our personal well-being can include feelings of happiness, quality of life and the concept of living life to the full. Our communities, culture, health, environment and economy all affect well-being and quality of life. What's important to personal well-being is also likely to change as people go through the various stages of life. It also follows that people's personal well-being has an impact on the well-being of their families, and the communities that they are a part of.



## WHAT IS WELL-BEING FOR THE PEOPLE OF GWYNEDD AND ANGLESEY?

The following is a flavour of what the people across both counties said:

### **What's good about living in your area?**

The fact that it has a high percentage of Welsh-speakers, and a strong sense of community is important to people. Several noted that being able to live in a safe area is also very important, as well as the natural environment and the views which surround them.

### **What's not so good?**

A lack of good quality jobs is a concern for the residents of Gwynedd and Anglesey. It was also noted that the distance from services and facilities and a lack of suitable public transport is also a problem. Other factors which caused concern were high house and property prices and the appearance of streets in some towns.

### **What promotes your well-being and contributes to the quality of life in your area?**

The opportunity to undertake outdoor activities, the natural environment, local facilities and a community spirit are all factors which have a positive impact on the well-being of the area's population. All of this, together with the support of family, friends and neighbours contribute to promoting well-being and improves the quality of life of the people of Gwynedd and Anglesey.

### **What would you change about your area to make it a better place to live?**

The factors that residents would change about their area are public transport, more jobs with higher salaries, developing local activities and facilities, and improving the appearance of streets.

# WHAT DID THE ASSESSMENT TELL US ABOUT THE WELL-BEING OF OUR AREAS?

The assessment was a starting point – an overview of well-being to accompany the area booklets which gave the Public Services Board a better understanding of Gwynedd and Anglesey.

Having considered the data and the views of local people, the Board concluded that the key messages of the assessment were as follows:

1. THE NEED TO MAINTAIN A HEALTHY COMMUNITY SPIRIT
2. THE IMPORTANCE OF PROTECTING THE NATURAL ENVIRONMENT
3. UNDERSTANDING THE EFFECT OF DEMOGRAPHIC CHANGES
4. PROTECTING AND PROMOTING THE WELSH LANGUAGE
5. PROMOTING THE USE OF NATURAL RESOURCES TO IMPROVE HEALTH AND WELL-BEING IN THE LONG-TERM
6. IMPROVING TRANSPORT LINKS TO ENABLE ACCESS TO SERVICES AND FACILITIES
7. THE NEED FOR GOOD QUALITY JOBS AND AFFORDABLE HOMES FOR LOCAL PEOPLE
8. THE EFFECT OF POVERTY ON WELL-BEING
9. ENSURING AN OPPORTUNITY FOR EVERY CHILD TO SUCCEED

These are the main messages, but the Board acknowledges that other important factors have not been highlighted. It is possible that one of the reasons for this is that the action already taken is effective and has a positive impact on residents' lives.

**The Board will review the data in the Assessment regularly and will respond to any significant changes which have not already been identified as priorities within this plan.**

**Similarly, the Board will work to get a more detailed understanding of future developments and challenges which could influence well-being in the area. These include Wylfa Newydd, leaving the European Union and the effects of climate change, such as flooding.**

# DEVELOPING THE PLAN

## HOW WERE THE WELL-BEING OBJECTIVES AGREED UPON?

With nine main messages highlighted in the Well-being Assessment, a series of workshops were held throughout the summer of 2017 in order to listen to views about which areas to prioritise. The workshops were open to public bodies, the third sector, town and community councils and community groups.

Eighteen workshops were held in total, two for each of the messages.

The workshop looked at each one from the perspective of:

- a) ambition
- b) the Board's influence
- c) confirming whether the message should be a well-being goal
- d) how Board members should work together to make a difference to residents

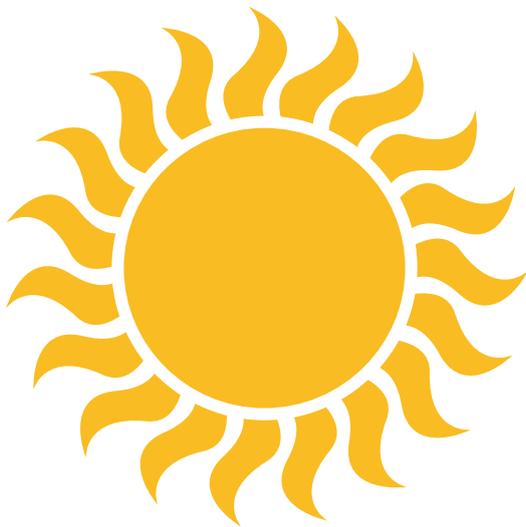
A summary of the responses was submitted to the Public Services Board and it was decided which areas should be prioritised for this Well-being Plan.

# 1. THE NEED TO MAINTAIN A HEALTHY COMMUNITY SPIRIT

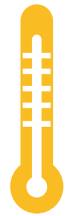
It is clear that there is a healthy community spirit in Gwynedd and on Anglesey – with each of the 14 areas saying that this was central to their well-being. It is important that this spirit is nurtured and promoted to create prosperous and sustainable communities and areas which are confident to face the challenges of the future.

The Board sees healthy communities as a basis to achieving its goals over the coming years, therefore members will work together to reinforce the strengths within our communities.

The work of delivering the priorities and maintaining healthy communities will happen hand in hand with those communities.



# 2. THE IMPORTANCE OF PROTECTING THE NATURAL ENVIRONMENT



The natural environment of Gwynedd and Anglesey is very important to the well-being, culture, health and economy of the area. We have special habitats across both counties which are important natural assets and are a home to a variety of wildlife, which contribute to the well-being of the area and the wider population. Wide areas of Gwynedd and Anglesey have also been designated due to the importance of the landscape or conservation which reflect the value of this natural environment.

Our climate is changing and it will continue to do so – causing the sea level to rise and more extreme weather events such as flooding. This will affect the well-being of communities and the services which are provided, **therefore, this will be a priority area for the Board.**

The Board considers that protecting the natural environment is a key part of delivering its priorities and it will be a common theme that runs across all the well-being objectives.

### 3. UNDERSTANDING THE EFFECT OF DEMOGRAPHIC CHANGES

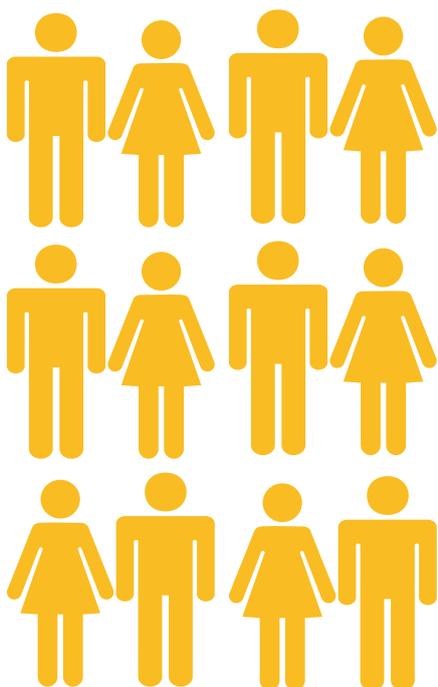
The population of Gwynedd and Anglesey is ageing, with the number of young people in our communities declining. The demography of the area will change significantly and the nature and needs of our society will be very different as a result.

The Board is keen to improve its understanding of how this change will affect the well-being of communities and individuals. It is possible many older people will continue to work and contribute in full within their communities. However, we also acknowledge that older people are more likely to need more care and support and we'll need to plan for this. We understand that an older population does not necessarily mean an unhealthy population, but we must acknowledge that there will be an increased demand for services due to the ageing population.

### 4. PROTECTING AND PROMOTING THE WELSH LANGUAGE

Data about the Welsh language clearly shows the decline that has occurred over the last 30 years in the number of Welsh-speakers. The 11% fall in numbers in Gwynedd between 1981 and 2011 is higher than that for the same period across Wales. Gwynedd and Anglesey are the two counties in which the Welsh language is strongest and is used daily by a vast majority of the population. However, if the decline continues, some areas could be at risk of losing the language for future generations.

The Board understands the importance of the Welsh language in terms of the social make-up and cultural identity of the area. We must ensure that residents can and choose to live their lives through the medium of Welsh and that they can access community services and activities in Welsh. **This is therefore a priority for future joint working.**



## 5. PROMOTING THE USE OF NATURAL RESOURCES TO IMPROVE HEALTH AND WELL-BEING IN THE LONG-TERM



Our information shows that the health of the population of Gwynedd and Anglesey is not as good as it could be. For example, **52%** of adults and **30%** of children aged 4-5 in Gwynedd are obese or overweight. The picture on Anglesey is similar with **58%** of adults and **29.6%** of children aged between 4 and 5 overweight or obese. Children and adults should be enabled to be more active, particularly in the outdoors, we should do this by promoting and improving access to natural green spaces.

People need to be encouraged to take responsibility for their own health and to take part in activities which will prevent illness in the future.

Due to the need to improve the population's physical and mental health and the long-term effect this will have on well-being, **health and care will be a priority for the Board.**

## 6. IMPROVING TRANSPORT LINKS TO ENABLE ACCESS TO SERVICES AND FACILITIES



The lack of access to services was one of the issues raised most frequently during the Well-being Assessment consultation. It's clear that this is a matter of concern and has a significant effect on the well-being of individuals. So, services need to be planned locally and target the well-being areas.

A specific plan for the region has been developed by the North Wales Ambition Board which includes a Local Transport Plan. The Public Services Board believes that the best way of securing improvement is by supporting the work of the Ambition Board. The Board will put a formal structure in place in order to collaborate and influence the work of the Ambition Board.



## 7. THE NEED FOR GOOD QUALITY JOBS AND AFFORDABLE HOMES FOR LOCAL PEOPLE

### GOOD QUALITY JOBS

The need for good quality jobs was one of the main messages of the consultation. Our information shows that the median weekly salary in Gwynedd (**£347 per week**) is lower than the same figure for Wales as a whole. The money that people in Gwynedd have to spend after taxes and the costs of running a home is **£14,640** per head per annum which is **£662** less than for Wales as a whole. The picture is slightly better on Anglesey with the median weekly wage **8%** higher than the same figure for Wales.

During the consultation, many residents said that this was one of the reasons why young people leave their communities and identify this as an important issue in terms of the general well-being of the area.

The Board fully understands the need for good quality sustainable jobs. We also recognise the work that's happening on this across the region under the leadership of the North Wales Ambition Board. The Ambition Board is in the process of creating a growth bid which will address this matter. Therefore, as with transport, the Public Services Board will collaborate and support the work of the Ambition Board in order to ensure the full benefits for Gwynedd and Anglesey.

### AFFORDABLE HOMES FOR LOCAL PEOPLE

Given the median property price and median household income, **60%** of Gwynedd families are priced out of the housing market. This percentage varies from area to area with the highest percentage in Llŷn where **73%** of families have been priced out of the market. On Anglesey **64%** of families are priced out of the housing market with this as high as **72%** in the Lligwy and Twrcelyn area.

Residents believe that this is another reason for the outward migration of young people and this has a negative effect on the well-being of those communities. People are keen to see more affordable houses to support and maintain strong and healthy communities.

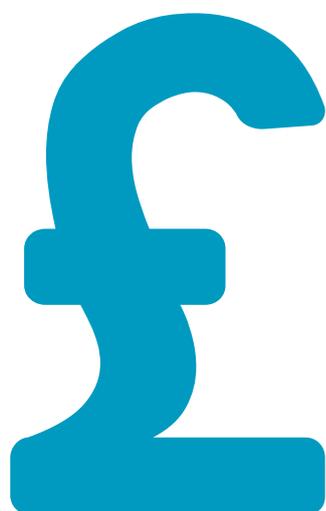
**The Board will prioritise this over the next period** and it will work with partners to find an achievable solution for the problem.

## 8. THE EFFECT OF POVERTY ON WELL-BEING

Evidence shows clearly that living in poverty has a detrimental effect on individuals' well-being – in the short-term and long-term. Poverty is caused by a lack of resources, the most obvious of which is income, but it also includes the lack of ability to obtain goods and access basic services.

The data gathered highlights issues such as the difference in the educational attainment of pupils who receive free school meals and those who pay. On Anglesey the gap is **25%**, and in Gwynedd it is **36%** - this compares to **33%** across the whole of Wales. In addition to this, **18%** of Anglesey households and **21%** of Gwynedd households are in fuel poverty, both higher than the Welsh figure of **14%**.

**The Board will prioritise this area of work** in order to get a detailed understanding of the implications of living in poverty. We will continue to develop the Well-being Assessment to get a better picture of the area and where the lack of access to services is more challenging due to poverty.



## 9. ENSURING AN OPPORTUNITY FOR EVERY CHILD TO SUCCEED

A lack of educational attainment can have an impact on the well-being of individuals throughout their lives, so we need to ensure that every pupil has an opportunity to succeed.

Health data also shows that obesity is a problem, and this can have a long-term effect on the well-being of children and young people.

There is clear evidence about the long-term detrimental effect of negative experiences in childhood and how this can affect the well-being of people throughout their lives. The need to ensure that our children and young people have positive experiences during their childhood is therefore important.

**The Board will give priority** to supporting families to try to ensure that every child has the best start in life. We will also work with key partners to deliver the best possible results for children and young people.



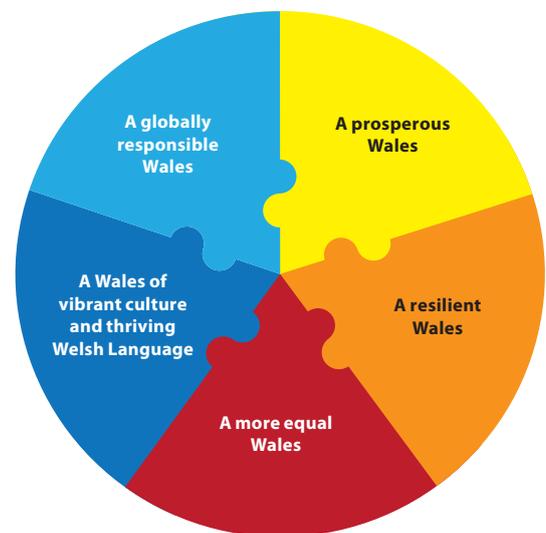
# OUR WELL-BEING OBJECTIVES

Having looked at the key messages of the Well-being Assessment, and considered findings of other research and assessments such as The Regional Population Assessment, two well-being objectives have been agreed. The Public Services Board has also decided it should focus on areas that need collaboration to secure the best possible results for the people of Gwynedd and Ynys Môn. So, six areas have been prioritised in order to achieve the two well-being objectives.

The images alongside the objectives below show how each will contribute towards achieving the national well-being aims.

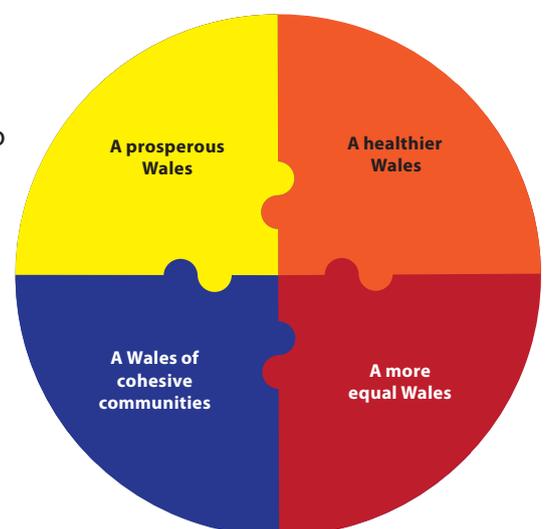
## 1 COMMUNITIES WHICH THRIVE AND ARE PROSPEROUS IN THE LONG-TERM TO REALISE THIS OBJECTIVE, WE WILL PRIORITISE:

- ✓ **The Welsh language:** We will work together to increase the use of the Welsh language within public bodies in Gwynedd and Anglesey. We will promote the use of Welsh as the preferred language of communication between public bodies across both counties.
- ✓ **Homes for local people:** We will work with the housing sector to ensure more suitable and affordable homes in the right places to meet local needs. We will work together to ensure that homes are of high quality and meet the needs of residents.
- ✓ **The effect of poverty on the well-being of our communities:** We will develop a detailed understanding of how poverty affects the area and look to ensure that the work happening across public bodies is more effective in mitigating the long-term effects of poverty.
- ✓ **The effect of climate change on the well-being of communities:** We will work together locally to mitigate the effects of climate change on our communities.



## 2 HEALTHY AND INDEPENDENT RESIDENTS WITH A GOOD QUALITY OF LIFE TO REALISE THIS OBJECTIVE, WE WILL PRIORITISE:

- ✓ **Health and care of adults:** We will work with the Regional Partnership Board to ensure that the services planned for the older population meet local needs. We will collaborate locally to plan a wide range of preventative activities for adults to enable them to live healthy and independent lives.
- ✓ **The welfare and achievement of children and young people:** We will plan preventative services and activities together to support families before the need for intensive intervention arises. We will encourage children, young people and their families to improve their health so that they can live healthily and independently within their communities in the long-term.



# HOW WE'LL WORK IN THE FUTURE?

The Gwynedd and Anglesey Public Services Board will operate in line with seven principles. Five of these are national sustainable development principles and two have been added by the Board locally. These principles will help us to work together, avoid repeating past mistakes and get to grips with some of the challenges we will face in the future.

## THE WELSH LANGUAGE

The Welsh language will be a golden thread running through the plan. We will promote the use of the language in all aspects of our work and will work with communities to develop services and activities through the medium of Welsh.

## EQUALITY

We will continue to target local and national resources to tackle inequality and disadvantage in order to close the gap between the most privileged communities and the most deprived communities.

## LONG TERM

We will continue to gather data to ensure a better understanding of how communities look now and how they will look in the future as a result of factors such as demographic changes. We will also look at which national and regional changes are on the horizon and try to analyse the effect on our communities. By doing so, we can work together as partners and residents to plan services for the future.

## PREVENTION

We will use trends data to identify the problems which will face our communities in the future and will develop and implement plans to prevent them. We will work with communities to enable them to do more to prevent issues from developing and support programmes which can make a real difference in the long-term.

## COLLABORATION

We will try to remove the barriers which prevent effective collaboration. We will also share information and good practice between Board members and our residents about what is being done to realise objectives and priorities. We will consider the Board's membership regularly and will ensure that the right partners are included in order to achieve our objectives.

## INTEGRATION

We will work in a way which will contribute to more than one goal where appropriate and in accordance with Welsh Government's national well-being objectives. We will try to integrate services if evidence shows that this gets the best results for our communities. We will consider other local and regional strategies and plans which work towards the same or similar goals and work together in order to achieve them.

## INVOLVEMENT

Our residents and our communities have an important role to play when planning services for the future and we will ensure that their perspectives and experiences are central to the process of planning the work of the Board. We will adopt the National Participation Standards for all ages and ensure that the Board works within those standards. We will ensure that people can communicate with us in their preferred language and medium.

# THE NEXT STEPS

The Well-being Plan is a live document which will change and develop over time. Although the well-being objectives and the priority areas have been set out here, this is an overview of what we intend to do. Further work will be carried out to develop specific work programmes.

The next step will be to draw-up detailed work programmes and identify **Short, Medium and Long-Term** actions for the six priority areas.

The Board's work will be regularly monitored by the Scrutiny Committees of Gwynedd Council and the Isle of Anglesey County Council. An annual report on the progress of this plan will also be produced.

Members of the public have had the opportunity to share their views throughout the process of the developing the Well-being Plan. Many comments and points received have been incorporated into the final plan. Some matters identified have not been included as yet, however, we will be addressing these over the coming year.

Although the formal consultation period has now ended we are still keen to hear your views. To have your say, or if you would like to receive more information about the Gwynedd and Anglesey Public Services Board, please visit [www.llesiantgwyneddamon.org](http://www.llesiantgwyneddamon.org).

## FOR MORE INFORMATION...

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