

To gain an understanding of the structure and functions of the Public Services Boards.

Torfaen Public Services Board was formed in April 2016 and is supported by an Officer Support Group (OSG). The PSB is structured in accordance to the requirements within the Act.

Until March of this year, the OSG was largely made up of senior and middle managers who had some responsibility for either delivering the single integrated plan objectives (for which the PSB took over responsibility from the LSB) or, they were leads for developing the assessment of well-being and the well-being plan.

Now that the PSB has published its first well-being plan (May 3rd) and embarks on the delivery, the OSG has been reformed to bring together the senior lead managers for each of the seven well-being objectives and some supporting programmes. This smaller group will meet for the first time on 22nd May and will set out how they will approach their objective. This will include confirming the sub group structure and wider partnership arrangements, either using existing groups or developing new ones.

For information, a structure chart is attached with two short paragraphs to clarify the roles of the PSB and OSG. The terms of reference for the PSB is also attached but the TOR for the OSG are currently being revised in light of the changes being made so are not provided at this time.

2. To explore the effectiveness of PSBs, resourcing and capacity.

We feel that as a PSB we have been effective in our approach to the assessment of well-being and well-being plan.

Building on the previous relationships and experiences of the LSB, the PSB has welcomed new partners and spent time exploring the "how"; what do we need to change to be more effective and make better use of our collective resources and capacity. We are still working through this and it forms some of the short term work under our well-being plan.

A copy of the Well-being Plan for Torfaen (2018 to 2013) can be seen at: [www.torfaenpublicservicesboard.co.uk](http://www.torfaenpublicservicesboard.co.uk) . Attached to this email are two

reports that the PSB have used to shape our conversations and deliberations around the “how”.

We have been successful in drawing down a Welsh Government Smart Living grant for 2018/19 to aid us with a place-based priority programme in Blaenavon; we are using this to connect to the community and test out some ideas and approaches to improving healthy behaviours. We will use this learning to inform and shape our approach to the whole of our plan delivery across the borough.

We have also succeeded in an application to the Academi Wales Graduate Scheme and are currently working up a project plan for the graduate to support us with. This appointment will commence in September 2018 and add to our limited capacity.

Torfaen PSB works with the other four PSBs in the Gwent area thus widening our access to resources and capacity. We have done this since August 2015 with PSB lead support officers and partners working together to share approaches and information throughout the development of the assessments of well-being. This has allowed us to draw out common priorities and the group continues to look at ways of delivery that will reduce duplication whilst supporting individual PSB objectives.

The group continued to meet and support each other through the development and production of the well-being plans and will now meet bi-monthly as we continue to reap the benefits of this shared approach through delivering our plans. The group has been able to draw down the annual Welsh Government PSB regional support grants to support their work and we are told this is a unique approach across Wales.

Officers from Welsh Government, the WLGA and the Future Generations Commission have been attending in an observation capacity and are very supportive and encouraged by our approach. We have been able to undertake a common approach to data collection in 2016/17 by using the grant to work with Data Cymru; in 2017/18 we were able to work with Happy City to develop and test out a Happiness Pulse and a Happiness Index to give insight to community well-being.

This has been used as a test bed across Gwent and now adopted by Data Cymru (supported by the FGC and WG) to provide a product/service to the whole of Wales. In 2017/18 we were also able to commission some work on future scenarios which will help us with the longer term insight and where we should be focusing our thoughts to prepare for change moving forward.

This work was at a Gwent level and for 2018/19 we have been able to use the WG grant to commission a further piece of work to look at the individual PSB areas. We have two other projects for 2018/19, one to look at climate change resilience and the other to do some further work with the Happy City product and our communities to refine the tool and provide some improved data for us to use going forward.

We have been part of the Wales Audit Office pilot work through 2017/18 as they have been working with a number of public bodies to shape and develop their approach to audit under the Well-being of Future Generations Act. Whilst PSBs sit outside the remit of the WAO, Torfaen PSB offered to be a pilot in terms of the WAO looking at how individual bodies contributed to the PSB agenda and how the PSB influenced or supported individual organisations.

Through observation of PSB and OSG meetings and workshops, interviews with PSB members and bringing together their observations of the individual public bodies, early verbal feedback is very positive with regard to our effectiveness and overall approach. The WAO will present their finding and final report in June.

Taking together all the above, we do feel we are moving forward into new territory from previous partnership working and, that we are doing this with a maturity built on our experiences and the expertise that the PSB is able to draw on across our organisations and wider connections.

3. To gather evidence of issues or barriers that may impact on effective working, and examples of good practice and innovation.

Torfaen PSB takes a positive and “can do” approach to our work. We take time to discuss issues and, whilst we are not blind to issues and barriers, we do seek solutions wherever we can. As above, part of our work is to look at

the “how” and we will seek to work through our concerns around doing more with less as public service budgets impact across all our organisations and, how do we move to shared budgets and overcome organisational issues.

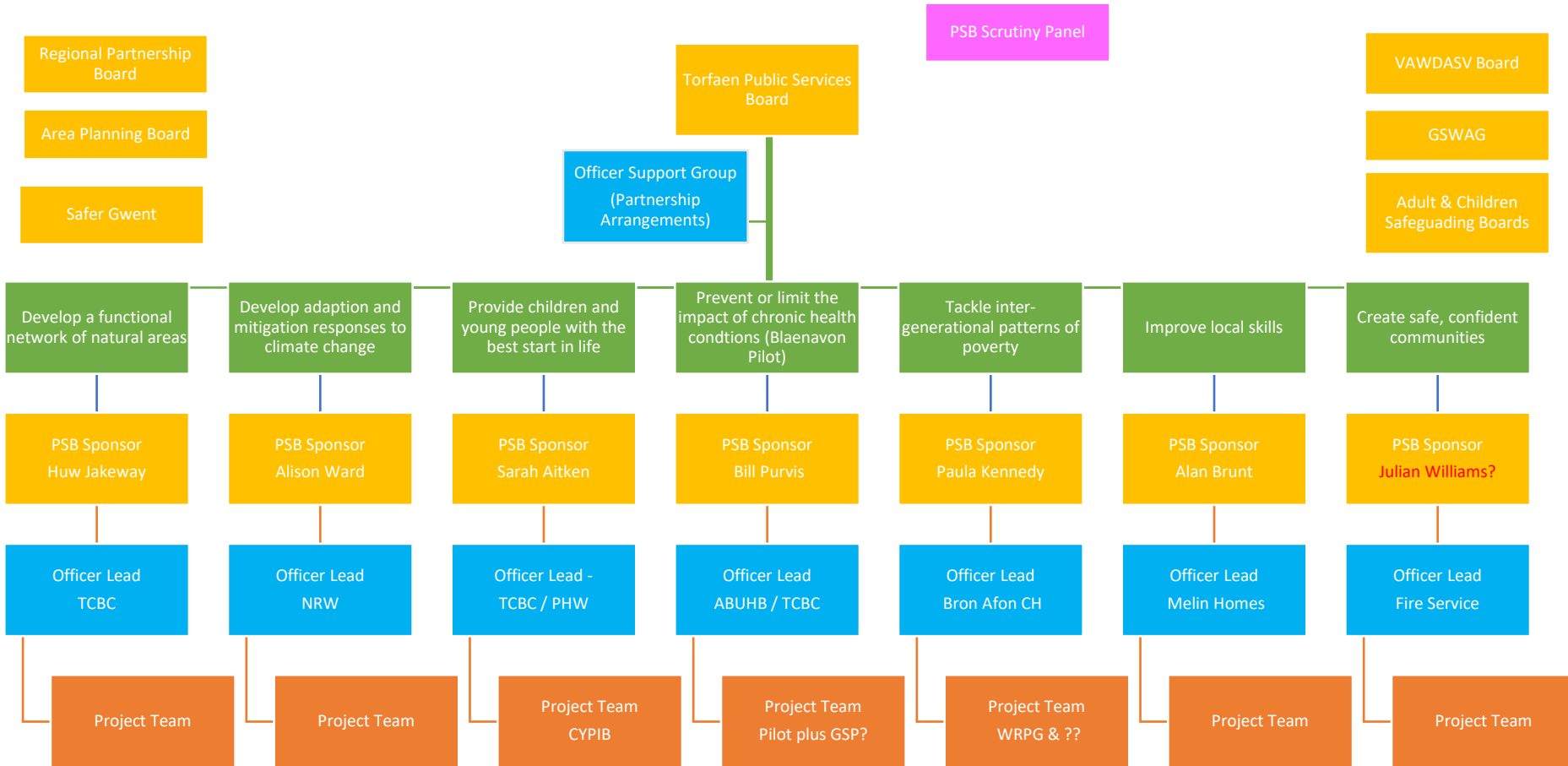
We have already done some work on asset management and co-location of staff but we need to do more to integrate staff not just place them in the same building. There is some work happening around coming together on local authorities procurement and we need to see how other partners can be included.

The way some of the funding is provided through Welsh Government and Welsh national policy and timing sets competing requirements that does cause capacity and solutions at a local level difficult. E.g. the timing of the Well Being Future Generations Act (WGFGA) and Social Services and Well Being Act where both sounded similar, required intensive population and community assessments, engagement with communities may be construed as duplicative and difficult for the public to understand and we had examples from the public to ‘why are you asking us this again?’ ‘can’t you ask just once’?

We also feel that the WBFGA could have been stronger in terms of not just statutory membership but indeed to legislating for a partnership budget approach. Budgets tend to drive actions and having to deliver on a partnership budget may drive the agenda forward at a faster pace.

As the section above for Q2, our regional approach is seen as good practice and we are using the place-based approach to early testing and learning to inform our wider work in this first well-being plan.

We feel that, taken together, the points outlined above do put us in a good place for moving forward and we look forward to hearing the outcome of the Equality, Local Government and Communities Committee.



**Enabling programmes:**  
 Integration and Collaboration  
 Functional Support  
 Involving People

**Strategic Engagement Group**  
 Neil Jones

PSB sponsors and lead officers for each objective and the enabling programmes:

Objective	PSB sponsor	Officer leads
1: Develop a functional, connected network of natural areas that support the current and future well-being needs of local populations	Huw Jakeway, S Wales Fire & Rescue Service	Andrew Osborne, Torfaen CBC and Dewi Jones, S Wales Fire & Rescue Service
2: Develop mitigation & adaptation responses to the impacts of climate change	Alison Ward, Torfaen CBC	Fen Turner, Natural Resources Wales Rachael O'Shaughnessy, Torfaen CBC
3: Provide children & young people with the best start in life	Sarah Aitken, ABUHB / Public Health Wales	Dermot McChrystal, Torfaen CBC and Mererid Bowley, Public Health Wales
4: Support healthy lifestyles and enable people to age well	Bill Purvis, Natural Resources Wales	David Congreve, Torfaen CBC with <b>(suggested/to be confirmed)</b> Sian Millar, ABUHB and Keith Rutherford, Torfaen CBC
5: Tackle the intergenerational patterns of poverty and develop economic resilience	Paula Kennedy, Melin Homes	Liz Evans, Bron Afon Community Housing
6: Improve local skills through work-force planning, training, apprenticeships and volunteering opportunities	Alan Brunt, Bron Afon Community Housing	Adrian Huckin, Melin Homes
7: Create safe, confident communities and promote community cohesion	Julian Williams, Heddlu Gwent Police	Stuart Townsend, S Wales Fire & Rescue Service

This work will be supported and tested out through activity around the enabling programmes, largely as part of the Blaenavon place-based priority. Whilst **Geraint Evans** from ABUHB will be the executive sponsor for Functional Support element and work closely with Bill Purvis and David Congreve, the other areas will be worked through as part of the overall priority programme.

**Neil Jones** (Head of Communications at Torfaen CBC) will continue to lead the Strategic Engagement Group and take instruction from / work with, the Officer Support Group to involve people and communities.

**Daniel Madge** (ABUHB) will be part of the OSG and be the lead connection with the Graduate programme.

**Role for PSB members** - to champion the objective and workstream; receive reports from the lead officer(s); use such reports to inform the PSB of activity, any issues, debate any blockages and how the Board can collectively resolve them. This will include making sure resources are available and linking to the enabling programmes.

**Role for OSG members** - the lead officer will be responsible for chairing the sub group, setting the work programme, sourcing administrative support (from within the sub group or from their own organisation / service area), overseeing data gathering and analysis, leading discussion and agreement on actions and providing oversight of progress. This can be done directly by the lead officer or by delegating to people within a core support team. The lead officer will provide information for annual reports and provide regular briefings to the PSB sponsor (to be agreed between each sponsor and lead officer) to enable the sponsor to report to the PSB on progress and if necessary raise any issues, etc.

The lead officer will work with the SEG to coordinate engagement and involvement. The lead officer will also ensure there is connection to the enabling programmes and cross reference to the work programmes of the other objectives to prevent duplication.

**Item 7b - APPENDIX 1 – Key recommendations for improving well-being assessments.** Table 1: Summary of FGC Recommendations and Table 2: Acknowledged gaps in Torfaen’s well-being assessment

<b>Table 1: FGC Key Recommendations (from Planning today for a better tomorrow)</b>	
1	PSBs should consider whether the way they are chaired and resourced best supports the ethos of the Well-being of Future Generations Act, particularly in respect of facilitating collaboration, integration and involvement. They should ensure that the arrangements facilitate challenging business as usual and enable new approaches and perspectives to be developed.
2	PSBs should review their invited membership to ensure that representatives provide effective reach back into their sectors, to bring data, insights and experience to the PSB.
3	Further work should be undertaken to provide a deeper understanding of people’s lived experiences through gathering and using far more of the information that partner organisations hold about people’s well-being and making use of the ‘day-today intelligence’ that is gathered on the ground in communities by a range of services.
4	PSBs should consider how they can build on their involvement work to date, and collaborate better with each other on involvement work including through the use of media that resonates with people (including digital media).
5	All partners must ensure that the assessments are invested in as tools to develop, in order to enhance their understanding of well-being and to help them make intelligence-led and evidence-based decisions for current and future generations.
6	Before well-being plans are set, work should be undertaken to ‘dig deeper’ into data to better understand the causes and effects of key issues and trends, in relation to both community well-being and individual well-being.
7	A more integrated approach needs to be taken to interpreting data across economic, social, environmental and cultural well-being; before well-being plans are produced, PSBs should revisit the data in their assessment to understand how different issues interconnect and what this means for well-being in particular localities.
8	All public bodies should explore ways to address gaps in capacity and capability to analyse data and make evidence-based policy, recognising that failing to do so will be a key barrier to the meaningful implementation of the Well-being of Future Generations Act.
9	Working with PSBs, the Welsh Government and the Future Generations Commissioner for Wales should explore how best to build capacity, expertise and confidence to understand forecasting, future trends and the needs of future generations, including considering scenarios and trends which are less certain.
10	Despite the evidence in the assessments showing a range of alarming trends, PSBs are only engaging in safe and non-contentious territory. PSBs need to evidence how they are identifying and exploring tensions between different policy issues and priorities to enable an honest discussion about new approaches that need to be taken.



11	In well-being planning, PSBs must show that they are setting objectives and making decisions that reflect how well-being is defined in the Well-being of Future Generations Act, rather than reflecting traditional ideas and ways of doing things.
12	The statutory duty to maximise contributions to the well-being goals should drive PSB's discussion, debate and reporting on local well-being rather than just providing broad context.
13	Further work needs to be undertaken to better understand the contexts, issues, challenges and opportunities between and within communities in PSB areas (rather than only at a local authority level), and this should be clear in well-being planning.
14	In well-being planning, PSBs should explain how they are taking account of regional developments, collaboration mechanisms and opportunities.
15	PSBs should develop mechanisms for gathering and using qualitative place-based data and insights, particularly from the third and private sectors, and fully recognise the value it adds to well-being planning.
16	Information and evidence from national bodies that are not members of PSBs should be considered as part of well-being planning, to make the most of the opportunities to link up wider agendas.
17	PSBs should give consideration to how to link well-being plans to other strategies and plans, including those related to other legislation and the Local Development Plan. This will enable key areas of delivery to be actively factored into the bigger picture of improving economic, social, environmental and cultural well-being.
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	<b>Table 2: Acknowledged gaps in Torfaen’s well-being assessment (from Torfaen well-being assessment)</b>
	Need to involve our communities more fully, learning from and building on the approach taken during the assessment.
	There were some key areas where data is telling us there is an issue, but it wasn’t picked up in our conversation with communities e.g. education, employment & health concerns – this would suggest we need to improve our approach by ensuring all partners are involved in the conversation with communities.
	More work is needed to build accurate community profiles – especially for minority groups and community cohesion issues.
	Need to improve our mapping and understanding of community assets - including what people in our communities do already and what they are prepared to do to improve local well-being, and how they can work with the PSB.
	Ensure sufficient expertise and capacity to undertaken and update the assessment – in particular to receive and analyse data, cross reference and confirm the deductions being made. Mechanisms and resource is needed to keep the assessment up-to-date as and when key data and insight becomes available e.g. Safer Gwent analysis (2017) & the Population Needs Assessment (2017), LDP refresh, NRW Area Statements.
	Work closely with Natural Resources Wales to support the preparation of the local Area Statement.

	Ensure the assessment (and plan) reflects emerging Cardiff City Region Deal developments.
	The analysis could better reflect the impact of demographic change on future generations at a community level e.g. aging population.

	Need to gain a better understanding of what can be done to improve people's cultural wellbeing.
	More information is needed on the quality of our ecological resource e.g. tree & woodland mapping and Phase 1 habitat survey. Also need to better communicate the value of natural assets.
	Information on Adverse Childhood Experiences is not available at a local level. Further discussions are already taking place at a regional and national level to seek ways to improve this in future versions of this assessment.

## **REPORT TO TORFAEN PSB: AN ORGANISATIONAL DEVELOPMENT (OD) APPROACH TO ASSESSING, PLANNING AND DELIVERING WELL-BEING - NEXT STEPS.**

**12<sup>th</sup> September 2017**

*Report Submitted by: David Congreve, Assistant Chief Executive Communities, Torfaen CBC and Lyndon Puddy, Head of PSSU, Torfaen CBC.*

### **1. Purpose of Report**

- 1.1 This paper builds on the report taken to the PSB on the 8th June and the subsequent electronic questionnaire that PSB partners were asked to complete. Those partners who responded to the questionnaire were supportive and gave a mandate to take forward an organisational development approach for public services working together in Torfaen.

The draft well-being plan sets out “what” public services are going to do collectively to improve well-being. This report sets out the “how”, through exemplifying and operationalising the 5 ways of working and recognises the strong connection between the approach taken and the effectiveness of the outcome. It also supports the PSBs clear ambition relating to the scale and potential of doing things differently and acknowledges that many public sector partners are already, implementing programmes of change.

### **2. Key Messages**

- The PSB has recognised the merit in taking forward a shared approach to OD (“how we do things around here”).
- Undertaking this activity is important for the transformation journey of the PSB; maximising collective potential to improve the well-being of current and future generations and ensuring the wider sustainability of public services in Torfaen.
- Initially focusing the OD approach around our progress against 1 or more selected well-being objectives would demonstrate proof of concept.
- If a place based approach is also taken, then limited resources could be further focused.
- Strengthening collaboration by building on the infrastructure of the Public Services Support Unit (PSSU) through further co-location, better alignment, and potential secondments would seem to be the right approach whilst each organisation retains the sovereignty of their staff.

### 3. Background

#### 3.1 The Well-being of Future Generations Act (WFGA)

The WFGA requires public services to work differently by creating a shared purpose (national well-being goals) and common ways of working (using integrated, preventative and collaborative approaches that take account of the long-term and involve our communities).

The Act brings together very different public sector organisations, with varying corporate priorities and organisational frameworks, to work together through the PSB. The legislation requires PSBs to assess local well-being and to prepare and deliver a collective plan that responds to some of the key well-being challenges (and opportunities) that face our communities, both now and in the future.

Understanding the likely consequences of these challenges on the services that public bodies deliver to communities, allows us to identify cost effective early actions that can start to build capacity.

The Future Generations Commissioner (FGC) has been very clear that the Act should be seen as ‘a framework for improving public services’, so that they are fit to meet the needs of current and future generations and that delivering the Act “will require the strongest leadership to make the most of the opportunities for change it offers”.

The legislation however allows for a range of responses – from minimal compliance (LSBs with another name) to using the Act to drive transformative change in public services.

#### 3.2 Planning today for a better tomorrow

The FGCs recent report - *Planning today for a better tomorrow*<sup>[1]</sup> - questioned whether PSBs are making the most of their potential to be a key delivery mechanism for the aspirations of the WFGA, and has identified key areas for improvement, in particular the need for:

- Constructive challenge to business as usual approaches.
- All PSB members actively informing and influence the work of the PSB.
- True collaboration through adopting a shared framework to listen together, plan together, do together and evaluate together.

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- A collective approach to risk that enables well-managed risk taking and the space to fail.

Note - The PSB has responded to some of these points in recent revisions to its terms of reference. It has also committed to developing a shared community risk register to assist the PSB and Torfaen communities to understand risks that have the potential to impact on the well-being of future generations, the measures that can be taken and who can play a part in minimising the risks.

The FGC report also sets out collective learning from well-being assessments and makes key recommendations for improvement. Some of which are acknowledged in Torfaen's well-being assessment for the PSB to address going forward, especially in relation to ensuring sufficient expertise and capacity, and improving the approach to community involvement.

A full list of both sets of recommendations can be found in **Appendix 1** at the end of this report. The FGC has said she will “keep a close eye” on how PSBs and public bodies respond to the report recommendations.

[1] - [https://futuregenerations.wales/wp-content/uploads/2017/07/FGCW\\_Well-being\\_in\\_Wales-Planning\\_today\\_for\\_a\\_better\\_tomorrow\\_2017FINALENG.pdf](https://futuregenerations.wales/wp-content/uploads/2017/07/FGCW_Well-being_in_Wales-Planning_today_for_a_better_tomorrow_2017FINALENG.pdf)

### 3.3 **Gwent-wide Collaboration**

The PSB will be aware of the collaborative activity taking place across Gwent to avoid duplication and re-inventing the wheel.

In particular, 3 key pieces of work are currently being undertaken:

- i. Preparation of a report identifying well-being objectives from across the 5 PSBs that have a pan-Gwent footprint.
- ii. Happy Communities – a regional pilot consisting of 2 elements; a “Happiness Index” which uses local data to provide a happiness score / baseline, and a “Happiness Pulse” which is an on-line tool which involves members of the public completing questions to provide a local picture of well-being at a moment in time.
- iii. Future Trends – a study has been commissioned to enhance understanding of future trends so PSBs can position themselves to respond to potential well-being disruptors and opportunities.

Clearly our OD response will need to build on the learning from these 3 key pieces of work.

### 3.4 Corporate approaches

Many public sector partners are already implementing programmes of change, necessitated by the need to respond to demand and austerity measures.

Mark Jeffs' report for Welsh Government on 'Future Pressures on Welsh Public services to 2025' focuses on the obvious risks of finance, supply and other cost pressures. He states that the critical point is that there is not a 'no risk, do nothing' option. Doing nothing means making reactive cuts, top slicing services. This results in more pressure on frontline staff, inhibiting the changes needed to enable them to cope and potentially doing significant harm to outcomes for people and communities. The report suggests that by taking proactive approaches and developing new service delivery models, better outcomes could be secured for less [2].

[2] - <http://www.walespublicservices2025.org.uk/files/2016/03/Mark-Jeffs-WPS2025-Summary-Report1.pdf>

### 3.5 The 'what' - PSB draft well-being objectives

Elsewhere on the agenda are papers relating to the draft well-being plan which sets out the following well-being objectives for the PSB to consider:

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|---|---|---|
| <p>1. Develop a functional, connected network of natural areas that support the current and future well-being needs of local populations.</p> | <p>2. Develop adaption and mitigation responses to the impacts of climate change.</p>                               | <p>3. Make the most of nature's benefits – opportunities in Torfaen are maximised so that residents and visitors can enjoy the health benefits of the outdoors whilst benefiting the local economy.</p> |
| <p>4. Provide children and young people with the best possible start in life.</p>   | <p>5. Prevent or limit the impact of chronic health conditions through supporting healthy lifestyle behaviours.</p> | <p>6. Support people to age well.<br/><i>This objective will be delivered through the Gwent Regional Area Board (SS&amp;WB Act).</i></p>  |
| <p>7. Tackle the inter-generational patterns of poverty.</p>  | <p>8. Maximise the well-being benefits from public sector procurement.</p>  | <p>9. Improve local skills through work-force planning, training, apprenticeships, and volunteering opportunities.</p>  |

All the objectives with the exception of 6, which we believe can best be delivered through the Gwent Regional Partnership Board under the Social Services and Well-



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being Act, are difficult, complex and cannot be achieved by one single organisation and, therefore, would benefit from a collective partnership approach.

In order to make an effective change, the PSB will have difficult choices to make in terms of where best to place limited resources to deliver significant impact and well-being improvement.

**3.6** Previously, the PSB has indicated that it wishes to see and feel a clear difference in approach to working together between the “old” LSB and the new PSB.

Although the “how” we go about working together is prescribed, in so-far-as the legislation requires PSBs to be able to demonstrate how their decisions and actions use the “5 ways of working” this still allows for a spectrum of responses.

The PSB have agreed that they wish to respond meaningfully to the legislation and accordingly this will require investment of time, effort and some resources in developing new capabilities and capacity i.e. an “organisational development” approach.

Following the PSB meeting in June, partner representatives were asked to complete a questionnaire seeking views on undertaking a joint programme of OD work, including how ambitious the PSB should be. 11 responses were received, some of which were submitted anonymously. Informal feedback indicates that all of the board members completed the questionnaire. A summary of the responses can be found in **Appendix 2**. All respondents agreed that OD work could be helped by having a shared and explicit resource to support improvement (64% strongly agreed and 36% tended to agree).

**4.0 The ‘how’ – proposed PSB OD approach**

**4.1 OD pilot – supporting healthy lifestyle behaviours.**

Establishing a joint programme of work relating to organisational development will enable the PSB to respond meaningfully to the legislation and maximise the effective implementation of its joint well-being objectives.

There is opportunity to initially focus the approach around joint progress against 1 or more of the well-being objectives. A proof of concept pilot could be developed to demonstrating improvement in relation to a specific complex issue. If the pilot also took a place based approach then limited resources could be further focused.

The PSB will be aware that considerable work has already been undertaken and is being undertaken in relation to preventing or limiting the impact of chronic health conditions through supporting healthy lifestyle behaviours.

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The well-being assessment and planning process has identified the need to use an evidence based approach to supplement, support, modify and to better co-ordinate this activity across partners.

The draft well-being plan also identifies that all PSB partners are in a position to contribute to this well-being objective.

**Appendix 3** (at the end of the report) outlines a suggested OD action plan to support the healthy lifestyles pilot and takes as a starting point:

1. The OD capacity and capability issues identified by the OSG, that were taken to PSB in June;
2. Key recommendations made by the FGC and some of the PSBs own key learning from undertaking the well-being assessment; and
3. Ensuring key links are made to:
  - i. The Social Care and Well-being Act area plans and area boards.
  - ii. The joint work being undertaken on behalf the Gwent PSBs.
  - iii. More fully understand other transformational work being carried out by partners.

## 5.0 Conclusions

- 5.1** To fully embrace the opportunities this Act brings, OD can be the principal driver for this change.

The PSB has the opportunity to implement focused improvement by initially focusing on a specific complex issue that requires a collective partnership response.

If a place based approach is also taken, then limited resources could be further focused.

Strengthening collaboration by building on the infrastructure of the Public Services Support Unit (PSSU) through further co-location, better alignment, and secondments would seem to be the right approach whilst maintaining existing management structures.

## 6.0 Recommendations

- 6.1** The PSB is asked to invest in a collective OD resource through key partners releasing appropriate staff resource to support our collective approach to data, insight and analysis, and collaboration and improvement. This could be through a commitment of officer time (for example 1 or 2 days per week), resourcing a dedicated

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improvement officer and/or making an agreed financial contribution to support delivery of the action plan.

APPENDIX 3: Torfaen PSB Organisational Development Plan: Supporting healthy lifestyle behaviours.		
Capability required	Action	When
Data , insight and analysis	<p>Establish a virtual or actual multi-agency data, insight and analysis team to co-ordinating collective business intelligence and enable the transfer of knowledge/ experience between organisations.</p> <p>Multi agency team to:</p> <ul style="list-style-type: none"> <li>i) Undertake business intelligence audit / mapping.</li> <li>ii) Explore and report back to the PSB on the potential to enhance the response analysis capacity through the creation of a PSB wide “offer” in terms of personas, segmentation of households by key behaviour (by more systematic use of tools such a Mosaic), and the opportunities for earlier identification and prevention that follow.</li> <li>iii) Use the Gwent-wide work on Future Trends as a starting point explore the potential for adopting predictive analytical ‘big data’ approaches are adopted - such as Otto model - to more accurately forecast public sector demand and the challenges likely to impact community well-being. This will enable more targeted services and interventions to be developed.</li> <li>iv) Reflect on collective business intelligence from Torfaen’s “Happiness Index” baseline score and data from the “Happiness Pulse” and ensure it informs the PSBs well-being planning approach.</li> </ul>	<p>End of November 2017</p> <p>January 2018</p> <p>April 2018</p> <p>September 2018</p> <p>April 2018 and on-going</p>
Involvement and empowerment	<p>Multi agency data &amp; intelligence team to work with SEG to:</p> <ul style="list-style-type: none"> <li>i) Unlock social capital and enable transition into more co-productive models at scale by piloting a community engagement methodology that uses and enhances local assets and communities to address key health and social issues. This could be done in partnership with Wales Co-operative Centre.</li> </ul>	<p>April 2019</p>

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	ii) Co-ordinate the roll out of the “Happiness Pulse” in Torfaen.	November 2017 onwards
Systems leadership / Collaborative approach	Establish virtual or actual multi-agency improvement & collaboration team to provide the capability and some capacity to support the Executive sponsor (for the pilot this will be ABUHB).  Multi- agency team to:	January 2018
	i) Develop training / development approaches to support staff in the new ways of working.	September - December 2018
	ii) Develop a shared community risk register to assist the PSB and Torfaen communities to understand risks that have the potential to impact on the well-being of future generations, the measures that can be taken and who can play a part in minimising the risks.	November 2018
Cost benefit investment analysis /facilitating a different financial system	Multi-agency improvement & collaboration team to:	
	i) Undertake preventative budget modelling.	November 2018
	ii) Explore the advantages of using a Cost Benefit Analysis toolkit to provide a systems wide understanding of the “cashable” savings across existing PSB activity, in a standardised manner, and to facilitate different funding flows.	December 2018
	iii) Establishing a “common currency” would enable PSB wide business cases to be considered, enabling the reorientation of resource from where it is low value/ineffective.	February 2018
	iv) Share learning with WG to support more freedoms and flexibilities e.g. de-hypothecation of funding regimes and the approach to KPIs and pooling of budgets.	May 2018
	v) Explore scaling up early intervention approaches such as the ‘Don’t Walk By’,	April 2018
Behaviour change	Invest in programmes such as Large Scale Change, Making Every Contact Count, motivational interviewing (for staff across a wider range of services), and based on social movement /network theories.	May 2018
	Introduce behavioural economics as a local public service competency.	April 2019

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	<p>Appoint / second an expert in behaviour change/behavioural economics to take a lead across a single PSB organisation (e.g. TCBC) to build evidence of effective impacts retained.</p>	<p>April 2019</p>
	<p>Scale up of specific programmes that enable the potential for community level change, and managing citizen expectations in specific services.</p>	<p>Post April 2019</p>

**TORFAEN PSB OFFICER SUPPORT GROUP – 8<sup>th</sup> June 2017**

**SUBJECT: DETERMINING OUR APPROACH TO PSB ORGANISATIONAL DEVELOPMENT**

**REPORT BY: David Congreve, Assistant Chief Executive Communities, Torfaen CBC on behalf of the OSG sub group on organisational development**

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**1. Purpose of Report**

- 1.1 To suggest an approach to enable PSB executive colleagues to consider and resolve their approach to organisational development (OD).
- 1.2 The creation of the PSB provides a unique opportunity for local public services to consider not only *what* we do together, but also *how* we do it.
- 1.3 Elsewhere on the agenda are papers relating to the three well-being objective areas and priority actions that will need to be put in place between PSB partners in order to achieve these, derived from the well-being assessment and aimed at maximizing contribution to the well-being goals. These very much represent the potential “what” of local PSB endeavor.
- 1.4 “How” we go about those actions is to some extent also prescribed, in that the legislation requires PSBs collectively, and relevant partners individually, to be able to demonstrate how their decisions and actions account for the “5 ways of working” - using integrated, preventative and collaborative approaches that take account of the long-term, and involve our communities. These are the broad approaches that will secure sustainable improvement - albeit that “improvement” may well need explicit reframing as “delivering slightly less with considerably less” in some aspects of the plan.
- 1.5 However, operationalising the 5 ways of working requires the PSB to consider the extent to which it wants to invest time, effort and some resources in shared “organisational development”. OD can be considered as the planned, systematic approach to improving organisational effectiveness – one that aligns strategy, people and processes, and produces the optimum capacity and capabilities to achieve the goals. It is something that – to a greater or lesser extent – each of the individual organisations already has activity around, some aspects of which might be already be shared. Collectively, however, PSB executives need to consider and resolve whether a shared approach to OD (“how we do things around here”) offers additional value at a macro level, and if so, to indicate the appetite for risk / return that they consider appropriate.

- 1.6 The Future Generations Commissioner has encouraged PSBs to be ambitious taking an active, discursive and solution focussed approach to implementing their Well-being Plans (by considering both the how and the what). With that in mind this paper aims to provide *illustrations* of the type of *additional* OD activity that could help develop a distinctive approach to “how we do things” as a PSB in Torfaen , proportionate with our level of ambition.

The paper builds on both the challenges to the ways of working identified in the report taken to the PSB in March, and the insights from the PSB’s visioning workshop with the Commissioner back in Sept 2016.

- 1.7 The approach uses the analogy of deciding on a particular investment, where the appetite to risk and the related returns varies across individuals and organisations. The requirement here is to consider collective PSB “appetite”, and to illustrate what this could mean in terms of a PSB wide approach to an initial 3 year programme of OD.

Alongside the “what”, it should then be possible to establish more specific benefits from OD activity, and propose offer some costed approaches to implementation to the PSB (which would be designed to benefit the specific activity, as well as provide wider learning and additional capacity for the PSB more generally.

## **2 Information – the approach**

There is considerable evidence that integrating public services (whether at the level of “virtual” or physical integration) can be difficult. This is particularly the case where the change (the outcome) needs to be achieved at a whole population level, and is where it is dependent upon different parts of the system of local service provision being very well aligned. In addition, change programmes that seek to influence social behaviours at scale are particularly tricky to evaluate and attribute (*see Table 1*), but at the same time they are where the most significant gains could be made: they represent the “high risk / high return” investments, and are complex. By contrast, a project that seeks to better manage the demand falling in one part of the system by making changes in an aligned and multifaceted way across a number of its components - can be complicated, but more predictable. Correspondingly, the risks and the benefits are smaller, more predictable and more likely to be “cashable”: in our “OD” investment portfolio they too have a role.

A sub group of the OSG met to discuss these issues, with the specific purpose of suggesting an approach to “how” we develop a distinctive way of doing things that builds on this and the insights from the PSB’s visioning workshop, and seems proportionate (at least to the sub group members with the challenges that the PSB faces. There was collective agreement of the need for this to be more explicit in the actions required to address the organisational barriers.



The starting point was the provocation that demand from a generally older and potentially poorer population would continue to grow, despite individually successful service changes and programmes; the group recognised that national level factors (GDP and economic activity levels, the rate of inflation and so on) will almost certainly be stronger determinants of demand than the rate at which local public services can change.

The discussion identified a number of OD type activities that - potentially- could either be scaled up or down to be implemented across PSB partners.

There were 2 further insightful parts to the conversation: firstly, all of these can be considered to be on a continuum - ranging from the conservative (low risk/ low return) to highly aspirational (high risk / return) and anywhere in-between. Secondly, organisational development (in effect, how we implement and evidence the 5 ways of working consistently across the PSB) could also potentially provide a means for the auditing / inspection of PSBs.

What follows therefore are 5 *illustrative approaches, at three indicative levels* to developing the collective capability and capacity of the PSB.

### **3 Information – the findings**

- 3.1 The discussion helped to identify the *specific capabilities* that an OD program would need to develop, and also identified that it would be helpful to present some options *on the scale of the additional capacity* that might be able to be resourced, to release the types of benefits that could be required.

In terms of how both the capacity and the capability *could be organised*, then there was a fair degree of consensus that building on the infrastructure of the PSSU (through further co-location, alignment, and secondments, for example) would seem to be the right approach, pending further discussions on whether/when a Gwent wide PSB could be established. The focus of this capacity would be on improvement and collaboration, more specifically the following 4 areas:

i) Systems change – working at a systems level on well-being priorities – ‘practice on projects’. This would involve incrementally looking at the collective resources already in the system that could contribute to the well-being plan and supporting aggregated marginal gains across existing systems. Change can be more incremental then.

ii) Influencing behaviours and expectations – across wide range of specific populations: the main capability needed is to build systematically on the evidence of effective behaviour change approaches, and the learning about how these can be applied specifically in public services that comes from initiatives such as the recent Cabinet office " nudge unit", as well as better understanding of the role that conditionality can play in public services.

*Capability* can be scaled at three levels (and anywhere in between) of *capacity*, and these are included in *table 2* below, in an accumulative way. Influencing population behaviour was identified as the biggest challenge.

iii) Citizen engagement and empowerment - which was discussed separately. In practice most public service reform sees aspects of engagement and empowerment as core components, but in reality some of the experiences of colleagues in developing new approaches based in response to the Social Services & Well-being Act (rather than defaulting to assessment and prescription) illustrate just how much this set of skills may require concerted effort to sustain and transform how we do things as a new norm.

iv) Data, insight, and analysis - particularly their application to *joint cost benefit analysis (CBA) investment models* which are key to achieving the capability to move flexible resources across organisational boundaries for investment in cross cutting delivery models that will improve outcomes and generate savings. The capability required is a jointly agreed approach to investing to constrain demand, by using a common toolkit that enables confidence to be generated. The two main components of the capability –data/ insight / analysis, and common CBA approaches- are included in Table 2.

#### **4 Wales Audit Office pilot**

Torfaen PSB are taking part in a pilot with WAO over the summer to help them understand how public services are working together to deliver well-being. Our outlined approach could provide useful information for action and change. A meeting has been arranged with WAO and the officers from the commissioner's office to explore organisational development approaches required to truly embed the 5 ways of working across public sector organisations.

#### **5 Conclusions and next steps**

5.1 Whilst presenting these as separate issues, they are of course inter-related and to some extent dependent: behaviour change at scale requires a sound understanding of the evidence base and unit costs; effective engagement requires helpful insight based on local data, a coordinated approach to tasking specific projects within the overall program, requires a systems level view.

5.2 TCBC has made available a one-off sum of within 17/18 – subject to PSB organisations matching that investment – which could provide an opportunity for continuing revenue support for collective, additional OD investment.

- 5.3 These OD approaches (if resourced) will help to ensure that public services are more resilient, sustainable and efficient and well-being benefits to our communities can be maximized.
- 5.4 Further executive input into the discussion is needed, including the level of ambition of the PSB recognising that the Act provides the opportunity, permission and a framework to work differently. Then a series of costed proposals can be brought forward, to be managed – alongside a better understanding of – *and learning from* – other “OD” activity- to provide a more coherent and coordinated programme of additional activity, supporting Torfaen PSB.

Predictability of Outcome				
Focus of the Change		High	Medium	Low
	Technology, Engineering Infrastructure	<p>Specification led</p> <p>Complex product based on known design</p> <p>Technically complex to deliver</p>	<p>Globalisation of services</p> <p>Adoption of technology that is new to the organisation</p>	<p>Pioneering production techniques</p> <p>Unproven technology</p> <p>Scale of the implementation</p>
	Business Transformation	<p>Adoption of approaches used in similar organisation</p> <p>Adoption of Best Practice</p> <p>Process change</p>	<p>Changes to organisational capability and behaviour</p> <p>Challenges to historical working practices</p> <p>Value chain changes e.g. outsourcing of services</p>	<p>Volatility of the marketplace</p> <p>Internal, external and customer behaviour</p> <p>Diverse or new products and services</p>
	Community & Society	<p>Change to current legislation or policies</p> <p>Increase or decrease to investment programme</p> <p>Predictable or clear stakeholder base</p>	<p>New legislation reacting to societal trends</p> <p>Legislative change to affect economic behaviour</p> <p>Medium term effect</p>	<p>Changes to societal values and behaviour</p> <p>Incentive driven change to lifestyles and economic behaviour</p> <p>Long term societal effects</p>

Table 1: Sample OD Programme Impact Matrix: focus of the change v predictability of outcome (source: Managing Successful Programmes, Office of Commerce and Government).

Capability required	Investment level and predictability of outcome		
	Low (0-50k pa)	Medium ( 51 -150k pa)	High (151- 250+k pa)
Systems leadership	<p>Training in systems leadership for operational managers in a small number of priority areas across the PSB: build on the Workforce Dev strand of the regional Health, Social Care &amp; Well-being Partnership Board.</p> <p>The investment is in trainer and facilitator capacity.</p>	<p>A seconded team to train in systems improvement, aimed at aggregating the marginal gains (MGs) associated with the resources already in the system. In addition to the MGs from existing activity this would include maximising well-being benefits from collective assets (land, buildings, procurement spend and people – staff).</p> <p>The investment is in backfilling and coordinating the team to provide the capability and some capacity to “drop the problem “ in.</p>	<p>Expansion of the seconded team with additional capacity, focussed on the specific sub systems that the Executive select as priorities.</p> <p>The investment is in additional Improvement and Collaboration officers, to support Executive sponsors.</p>
Cost benefit investment analysis /facilitating a different financial system	<p>Undertake preventative budget modelling.</p> <p>The investment would provide a systems wide understanding of the “cashable” savings across existing PSB activity, in a standardised manner, and to facilitate different funding flows.</p>	<p>Cost Benefit Analysis toolkit.</p> <p>The investment would use the best practice model from GM to provide the calculation methodology that – in a “common currency” -would enable PSB wide business cases to be considered, enabling the reorientation of resource from where it is low value/ineffective.</p>	<p>Challenging hypothecated funding regimes and KPIs.</p> <p>The investment would provide both advocacy, lobbying and illustration for WG and UK to enable the granting of more freedoms and flexibilities, at scale, to ensure genuine and “mainstream” capacity for a wider range of pooled budgets/ genuine joint commissioning around the key well-being issues.</p>

<p>Data , insight and analysis</p>	<p>Knowledge transfer and data sharing across partners.</p> <p>The investment would be in ensuring that the PSB executives are informed about the opportunities arising from better analytics (through exemplar projects , which are already commissioned across the system- e.g. CGI), open data, and that a wider range of operational leaders are skilled in applying “insight”.</p>	<p>Expanding the capacity in TCBC data team specifically to add insight through the more systematic use of existing tools such as Mosaic.</p> <p>The investment would be in creating a PSB wide “offer” in terms of personas, segmentation of households by key behaviour, and the opportunities for earlier identification and prevention that follow.</p>	<p>Moving to the Otto model.</p> <p>The investment would be in the capability to create, maintain and continually improve algorithmic approaches to demand prediction.</p>
<p>Engagement and empowerment</p>	<p>Optimising the existing work programmes across the PSB, to coordinate engagement and communications at a local level.</p> <p>The investment would be in relevant project support to create and sequence standardised messages for every front line contact across PSB.</p>	<p>Engagement and empowerment – understanding the state of local knowledge.</p> <p>The investment would be in evaluating and assessing the evidence of impact from empowerment and personalised service models: there are a number of services that are now achieving</p>	<p>Unlocking social capital and enabling transition into more co-productive models at scale.</p> <p>Once low / mid cost options are in place , an investment in expanded community “sweat equity” schemes within specific local communities would engage and</p>

		sustained demand management levels, and learning needs to be systematically shared.	empower , through the community (as well as the voluntary) sectors).
Behaviour change	<p>Training in the Behaviour Change Wheel (or a local version, proofed for evidence) for frontline staff in 2-3 PSB organisations.</p> <p>The investment would be in a trainer / facilitator, and a commitment to releasing staff (backfilling).</p>	<p>Introduce behavioural economics as a local public service competency.</p> <p>The investment would be to appoint an expert in behaviour change/Behavioural economics to take a lead across a single PSB organisation (e.g. TCBC) to build evidence of effective impacts retained.</p>	<p>Scaling up of specific programmes that enable the potential for community level change, and managing citizen expectations in specific services.</p> <p>The investment would need to be considered alongside the Regional H, SC &amp; WB Board plans, which reference peer support, self-management, health coaching, etc. Hence more mapping is required, but potentially the space is there to invest in programmes such as Large Scale Change, Making Every Contact Count, motivational interviewing (for staff across a wider range of services), and based on social movement /network theories.</p>

Table 2: Illustrative capability and capacity “portfolio”, reflecting investment level and predictability of outcome.

## **REPORT TO TORFAEN PSB: AN ORGANISATIONAL DEVELOPMENT (OD) APPROACH TO ASSESSING, PLANNING AND DELIVERING WELL-BEING - NEXT STEPS.**

**12<sup>th</sup> September 2017**

*Report Submitted by: David Congreve, Assistant Chief Executive Communities, Torfaen CBC and Lyndon Puddy, Head of PSSU, Torfaen CBC.*

### **1. Purpose of Report**

- 1.1 This paper builds on the report taken to the PSB on the 8th June and the subsequent electronic questionnaire that PSB partners were asked to complete. Those partners who responded to the questionnaire were supportive and gave a mandate to take forward an organisational development approach for public services working together in Torfaen.

The draft well-being plan sets out “what” public services are going to do collectively to improve well-being. This report sets out the “how”, through exemplifying and operationalising the 5 ways of working and recognises the strong connection between the approach taken and the effectiveness of the outcome. It also supports the PSBs clear ambition relating to the scale and potential of doing things differently and acknowledges that many public sector partners are already, implementing programmes of change.

### **2. Key Messages**

- The PSB has recognised the merit in taking forward a shared approach to OD (“how we do things around here”).
- Undertaking this activity is important for the transformation journey of the PSB; maximising collective potential to improve the well-being of current and future generations and ensuring the wider sustainability of public services in Torfaen.
- Initially focusing the OD approach around our progress against 1 or more selected well-being objectives would demonstrate proof of concept.
- If a place based approach is also taken, then limited resources could be further focused.
- Strengthening collaboration by building on the infrastructure of the Public Services Support Unit (PSSU) through further co-location, better alignment, and potential secondments would seem to be the right approach whilst each organisation retains the sovereignty of their staff.



### 3. Background

#### 3.1 The Well-being of Future Generations Act (WFGA)

The WFGA requires public services to work differently by creating a shared purpose (national well-being goals) and common ways of working (using integrated, preventative and collaborative approaches that take account of the long-term and involve our communities).

The Act brings together very different public sector organisations, with varying corporate priorities and organisational frameworks, to work together through the PSB. The legislation requires PSBs to assess local well-being and to prepare and deliver a collective plan that responds to some of the key well-being challenges (and opportunities) that face our communities, both now and in the future.

Understanding the likely consequences of these challenges on the services that public bodies deliver to communities, allows us to identify cost effective early actions that can start to build capacity.

The Future Generations Commissioner (FGC) has been very clear that the Act should be seen as ‘a framework for improving public services’, so that they are fit to meet the needs of current and future generations and that delivering the Act “will require the strongest leadership to make the most of the opportunities for change it offers”.

The legislation however allows for a range of responses – from minimal compliance (LSBs with another name) to using the Act to drive transformative change in public services.

#### 3.2 Planning today for a better tomorrow

The FGCs recent report - *Planning today for a better tomorrow*<sup>[1]</sup> - questioned whether PSBs are making the most of their potential to be a key delivery mechanism for the aspirations of the WFGA, and has identified key areas for improvement, in particular the need for:

- Constructive challenge to business as usual approaches.
- All PSB members actively informing and influence the work of the PSB.
- True collaboration through adopting a shared framework to listen together, plan together, do together and evaluate together.

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- A collective approach to risk that enables well-managed risk taking and the space to fail.

Note - The PSB has responded to some of these points in recent revisions to its terms of reference. It has also committed to developing a shared community risk register to assist the PSB and Torfaen communities to understand risks that have the potential to impact on the well-being of future generations, the measures that can be taken and who can play a part in minimising the risks.

The FGC report also sets out collective learning from well-being assessments and makes key recommendations for improvement. Some of which are acknowledged in Torfaen's well-being assessment for the PSB to address going forward, especially in relation to ensuring sufficient expertise and capacity, and improving the approach to community involvement.

A full list of both sets of recommendations can be found in **Appendix 1** at the end of this report. The FGC has said she will “keep a close eye” on how PSBs and public bodies respond to the report recommendations.

[1] - [https://futuregenerations.wales/wp-content/uploads/2017/07/FGCW\\_Well-being\\_in\\_Wales-Planning\\_today\\_for\\_a\\_better\\_tomorrow\\_2017FINALENG.pdf](https://futuregenerations.wales/wp-content/uploads/2017/07/FGCW_Well-being_in_Wales-Planning_today_for_a_better_tomorrow_2017FINALENG.pdf)

### **3.3 Gwent-wide Collaboration**

The PSB will be aware of the collaborative activity taking place across Gwent to avoid duplication and re-inventing the wheel.

In particular, 3 key pieces of work are currently being undertaken:

- i. Preparation of a report identifying well-being objectives from across the 5 PSBs that have a pan-Gwent footprint.
- ii. Happy Communities – a regional pilot consisting of 2 elements; a “Happiness Index” which uses local data to provide a happiness score / baseline, and a “Happiness Pulse” which is an on-line tool which involves members of the public completing questions to provide a local picture of well-being at a moment in time.
- iii. Future Trends – a study has been commissioned to enhance understanding of future trends so PSBs can position themselves to respond to potential well-being disruptors and opportunities.

Clearly our OD response will need to build on the learning from these 3 key pieces of work.

### 3.4 Corporate approaches

Many public sector partners are already implementing programmes of change, necessitated by the need to respond to demand and austerity measures.

Mark Jeffs' report for Welsh Government on 'Future Pressures on Welsh Public services to 2025' focuses on the obvious risks of finance, supply and other cost pressures. He states that the critical point is that there is not a 'no risk, do nothing' option. Doing nothing means making reactive cuts, top slicing services. This results in more pressure on frontline staff, inhibiting the changes needed to enable them to cope and potentially doing significant harm to outcomes for people and communities. The report suggests that by taking proactive approaches and developing new service delivery models, better outcomes could be secured for less [2].

[2] - <http://www.walespublicservices2025.org.uk/files/2016/03/Mark-Jeffs-WPS2025-Summary-Report1.pdf>

### 3.5 The 'what' - PSB draft well-being objectives

Elsewhere on the agenda are papers relating to the draft well-being plan which sets out the following well-being objectives for the PSB to consider:

1. Develop a functional, connected network of natural areas that support the current and future well-being needs of local populations.

2. Develop adaption and mitigation responses to the impacts of climate change.

3. Make the most of nature's benefits – opportunities in Torfaen are maximised so that residents and visitors can enjoy the health benefits of the outdoors whilst benefiting the local economy.

4. Provide children and young people with the best possible start in life.

5. Prevent or limit the impact of chronic health conditions through supporting healthy lifestyle behaviours.

6. Support people to age well.  
*This objective will be delivered through the Gwent Regional Area Board (SS&WB Act).*

7. Tackle the inter-generational patterns of poverty.

8. Maximise the well-being benefits from public sector procurement.

9. Improve local skills through work-force planning, training, apprenticeships, and volunteering opportunities.

All the objectives with the exception of 6, which we believe can best be delivered through the Gwent Regional Partnership Board under the Social Services and Well-

being Act, are difficult, complex and cannot be achieved by one single organisation and, therefore, would benefit from a collective partnership approach.

In order to make an effective change, the PSB will have difficult choices to make in terms of where best to place limited resources to deliver significant impact and well-being improvement.

**3.6** Previously, the PSB has indicated that it wishes to see and feel a clear difference in approach to working together between the “old” LSB and the new PSB.

Although the “how” we go about working together is prescribed, in so-far-as the legislation requires PSBs to be able to demonstrate how their decisions and actions use the “5 ways of working” this still allows for a spectrum of responses.

The PSB have agreed that they wish to respond meaningfully to the legislation and accordingly this will require investment of time, effort and some resources in developing new capabilities and capacity i.e. an “organisational development” approach.

Following the PSB meeting in June, partner representatives were asked to complete a questionnaire seeking views on undertaking a joint programme of OD work, including how ambitious the PSB should be. 11 responses were received, some of which were submitted anonymously. Informal feedback indicates that all of the board members completed the questionnaire. A summary of the responses can be found in **Appendix 2**. All respondents agreed that OD work could be helped by having a shared and explicit resource to support improvement (64% strongly agreed and 36% tended to agree).

**4.0 The ‘how’ – proposed PSB OD approach**

**4.1 OD pilot – supporting healthy lifestyle behaviours.**

Establishing a joint programme of work relating to organisational development will enable the PSB to respond meaningfully to the legislation and maximise the effective implementation of its joint well-being objectives.

There is opportunity to initially focus the approach around joint progress against 1 or more of the well-being objectives. A proof of concept pilot could be developed to demonstrating improvement in relation to a specific complex issue. If the pilot also took a place based approach then limited resources could be further focused.

The PSB will be aware that considerable work has already been undertaken and is being undertaken in relation to preventing or limiting the impact of chronic health conditions through supporting healthy lifestyle behaviours.

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The well-being assessment and planning process has identified the need to use an evidence based approach to supplement, support, modify and to better co-ordinate this activity across partners.

The draft well-being plan also identifies that all PSB partners are in a position to contribute to this well-being objective.

**Appendix 3** (at the end of the report) outlines a suggested OD action plan to support the healthy lifestyles pilot and takes as a starting point:

1. The OD capacity and capability issues identified by the OSG, that were taken to PSB in June;
2. Key recommendations made by the FGC and some of the PSBs own key learning from undertaking the well-being assessment; and
3. Ensuring key links are made to:
  - i. The Social Care and Well-being Act area plans and area boards.
  - ii. The joint work being undertaken on behalf the Gwent PSBs.
  - iii. More fully understand other transformational work being carried out by partners.

## 5.0 Conclusions

- 5.1** To fully embrace the opportunities this Act brings, OD can be the principal driver for this change.

The PSB has the opportunity to implement focused improvement by initially focusing on a specific complex issue that requires a collective partnership response.

If a place based approach is also taken, then limited resources could be further focused.

Strengthening collaboration by building on the infrastructure of the Public Services Support Unit (PSSU) through further co-location, better alignment, and secondments would seem to be the right approach whilst maintaining existing management structures.

## 6.0 Recommendations

- 6.1** The PSB is asked to invest in a collective OD resource through key partners releasing appropriate staff resource to support our collective approach to data, insight and analysis, and collaboration and improvement. This could be through a commitment of officer time (for example 1 or 2 days per week), resourcing a dedicated

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improvement officer and/or making an agreed financial contribution to support delivery of the action plan.

APPENDIX 3: Torfaen PSB Organisational Development Plan: Supporting healthy lifestyle behaviours.		
Capability required	Action	When
Data , insight and analysis	<p>Establish a virtual or actual multi-agency data, insight and analysis team to co-ordinating collective business intelligence and enable the transfer of knowledge/ experience between organisations.</p> <p>Multi agency team to:</p> <ul style="list-style-type: none"> <li>i) Undertake business intelligence audit / mapping.</li> <li>ii) Explore and report back to the PSB on the potential to enhance the response analysis capacity through the creation of a PSB wide “offer” in terms of personas, segmentation of households by key behaviour (by more systematic use of tools such a Mosaic), and the opportunities for earlier identification and prevention that follow.</li> <li>iii) Use the Gwent-wide work on Future Trends as a starting point explore the potential for adopting predictive analytical ‘big data’ approaches are adopted - such as Otto model - to more accurately forecast public sector demand and the challenges likely to impact community well-being. This will enable more targeted services and interventions to be developed.</li> <li>iv) Reflect on collective business intelligence from Torfaen’s “Happiness Index” baseline score and data from the “Happiness Pulse” and ensure it informs the PSBs well-being planning approach.</li> </ul>	<p>End of November 2017</p> <p>January 2018</p> <p>April 2018</p> <p>September 2018</p> <p>April 2018 and on-going</p>
Involvement and empowerment	<p>Multi agency data &amp; intelligence team to work with SEG to:</p> <ul style="list-style-type: none"> <li>i) Unlock social capital and enable transition into more co-productive models at scale by piloting a community engagement methodology that uses and enhances local assets and communities to address key health and social issues. This could be done in partnership with Wales Co-operative Centre.</li> </ul>	<p>April 2019</p>

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	ii) Co-ordinate the roll out of the “Happiness Pulse” in Torfaen.	November 2017 onwards
Systems leadership / Collaborative approach	Establish virtual or actual multi-agency improvement & collaboration team to provide the capability and some capacity to support the Executive sponsor (for the pilot this will be ABUHB).  Multi- agency team to:	January 2018
	i) Develop training / development approaches to support staff in the new ways of working.	September - December 2018
	ii) Develop a shared community risk register to assist the PSB and Torfaen communities to understand risks that have the potential to impact on the well-being of future generations, the measures that can be taken and who can play a part in minimising the risks.	November 2018
Cost benefit investment analysis /facilitating a different financial system	Multi-agency improvement & collaboration team to:	
	i) Undertake preventative budget modelling.	November 2018
	ii) Explore the advantages of using a Cost Benefit Analysis toolkit to provide a systems wide understanding of the “cashable” savings across existing PSB activity, in a standardised manner, and to facilitate different funding flows.	December 2018
	iii) Establishing a “common currency” would enable PSB wide business cases to be considered, enabling the reorientation of resource from where it is low value/ineffective.	February 2018
	iv) Share learning with WG to support more freedoms and flexibilities e.g. de-hypothecation of funding regimes and the approach to KPIs and pooling of budgets.	May 2018
v) Explore scaling up early intervention approaches such as the ‘Don’t Walk By’,	April 2018	
Behaviour change	Invest in programmes such as Large Scale Change, Making Every Contact Count, motivational interviewing (for staff across a wider range of services), and based on social movement /network theories.	May 2018
	Introduce behavioural economics as a local public service competency.	April 2019



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	<p>Appoint / second an expert in behaviour change/behavioural economics to take a lead across a single PSB organisation (e.g. TCBC) to build evidence of effective impacts retained.</p>	<p>April 2019</p>
	<p>Scale up of specific programmes that enable the potential for community level change, and managing citizen expectations in specific services.</p>	<p>Post April 2019</p>

**Terms of Reference for Torfaen Public Services Board**  
*Approved for adoption at first meeting post LA elections on 21<sup>st</sup> June 2017*

## **Introduction**

The Well-being of Future Generations (Wales) Act 2015 requires the establishment of a statutory Public Service Board (PSB) in each local authority area in Wales.

The Act places a duty on public bodies to improve the social, economic, environmental and cultural well-being of Wales. Public bodies each have a responsibility to think more about the long term, work better with people and communities and with each other, to prevent problems and take a more joined-up approach.

Whilst each public body must meet the legislative requirements within their own organisation, there is also a statutory duty to work in partnership through a PSB

Torfaen Public Services Board will establish a governance framework that will comprise:

A **single governance structure** of statutory and non-statutory members to provide the strategic leadership and oversee the development and delivery of the well-being plans, its objectives, priorities and outcomes, undertake the statutory requirements of the board and other tasks as they arise and are required by the PSB

Set up **Delivery Sub-groups** (where necessary) to respond to individual priorities and outcomes; and

A **Scrutiny framework** to be administered by the Council with membership agreed and drawn from across the Partnership.

Note: Administration support to the Board will be provided by Torfaen County Borough Council through the Public Services Support Unit (PSSU).

## **Purpose**

Torfaen Public Services Board aims to act as the principal strategic leadership forum for the planning, commissioning and delivery of public services across organisational boundaries to achieve better outcomes for the people of Torfaen.

The Board's aims are:

- To improve the quality of life and outcomes for citizens of Torfaen;
- To work in collective partnership, agreeing strategic objectives, priorities and actions that improve outcomes for citizens, working in collaboration across the partnership to add organisational value by sharing responsibility to deliver, risk, resources and other factors that support delivery of the well-being plan
- To support opportunities for regional working across Gwent taking in to account the work of the Gwent Strategic Well Being Assessment Group and outcomes of the Gwent Well Being Assessment.

- To provide proactive, collective leadership in tackling the most challenging issues facing public services in the planning, commissioning and delivery of services to the citizens of Torfaen;
- To stimulate dialogue, co-ordination and co-operation between local, regional and national public sector organisations to improve and integrate service delivery for the citizen;
- To remove “blockages” or other obstacles by minimising bureaucracy and the preventative effectiveness of organisational boundaries;
- To celebrate success in the delivery of services for citizens of Torfaen;
- To consider ‘best value’ and prudence in the expenditure of public service resources and to explore areas where collaborations/integration would provide greater efficiencies and improved outcomes; and
- To involve and engage citizens in influencing how we deliver public services.

### **Principles and values**

The PSB will carry out its role and responsibilities using the national sustainable development principle (five ways of working). This means the Board will ‘act in a manner which seeks to ensure the needs of the present are met without compromising the ability of future generations to meet their own needs, by taking account of the sustainable development principle’.

The Board will apply the five ways of working by:

- Looking at the **long term** so we do not compromise the ability of future generations to meet their own needs
- Taking an **integrated** approach so that we look at all the well-being goals in deciding our priorities
- **Involving** a diversity of the population in the decisions that affect them
- Working with others in a **collaborative** way to find shared sustainable solutions
- Understanding the root causes of issues to **prevent** them from occurring.

We will work in a way that:

- a) Is open, ambitious and transparent with honest dialogue
- b) Shares responsibility for outcomes, risks, resources and collective ownership both locally and regionally
- c) Seeks innovative solutions, whilst looking at good practice, to meet outcomes
- d) Articulates the needs and aspirations of the people of Torfaen
- e) Promotes social justice, equality and respect for people in Torfaen

Members of the PSB will be expected to represent the wider collective interests of the Torfaen Community, and where appropriate wider and not just the individual interests of their own organisations. Board representatives are expected to:

- Take collective ownership of the Well-Being Plan and statutory requirements of the PSB, lead as partners agreed work plans and report progress of activity to the PSB, Welsh Government and Scrutiny as required.
- Set up and agree an Officer Support Group (OSG) made up of all PSB partners to support the board.
- Designate Board Leads to support the work programme of the board
- Establish delivery groups as required to support the Leads
- Represent the interests of their respective organisations / groups in their dealings with the PSB but be mindful of the wider community
- Act as agents for transformational change working within their own organisation to represent the interests of the PSB.
- Understand how the external environment will affect the ability of the PSB to deliver its outputs and outcomes and provide help and advice to help address any potential issues
- Influence and help coordinate other organisations and groups and encourage them to adopt the outputs and outcomes of the PSB
- Act in a selfless manner – by acting solely in terms of the public interest. Members should not do so in order to gain financial or other benefits for themselves, their family or their friends
- Act with integrity – by not placing themselves under any financial or other obligation to outside individuals or organisations that might seek to influence them in the performance of their official duties
- Act in an objective manner – by carrying out public business; including making public appointments, awarding contracts, or recommending individuals for rewards and benefits – and make choices on merit
- Being accountable - for own decisions and actions to the public and must submit themselves to whatever scrutiny is appropriate to their office
- Act in an open manner – by being as open as possible about all the decisions and actions that they take. They should give reasons for their decisions and restrict information only when the wider public interest clearly demands and there is a legislative reason (e.g. contractual sensitivity or to protect individuals)
- Act with honesty - have a duty to declare any private interests relating to their public duties and to take steps to resolve any conflicts arising in a way that protects the public interest
- Demonstrate leadership - by promoting and supporting these principles by leadership and example.

### **Process Outcomes**

To be successful in improving the well-being of people in Torfaen, the PSB will strive for, and promote, the following process outcomes:

- Citizen centred public services designed and delivered to focus on positive outcomes and impact for people in Torfaen and where appropriate in the wider region.
- Research and analysis of data and wider information to evidence priorities, actions and progress

- Acknowledgement of, and connection to, wider plans and strategies – at a national, regional and local level - that compliment / influence the work of the PSB
- Performance monitoring through agreed partnership approaches
- Joint working towards specified shared objectives, priorities and outcomes
- Joint financial planning
- Joint PSB risk register
- Joint workforce development
- Good relationships between partner organisations
- Positive engagement with local people and public services
- Public services demonstrating clear accountability to:
  - Local people
  - Elected, and other, public authority scrutiny / accountability bodies
  - Welsh Government
  - Future Generations Commissioner
  - Other government and governmental bodies (e.g. Home Office, Welsh Audit Office).

### **Procedure and schedule of meetings**

1. The first (mandatory) meeting of the PSB will be held within 60 days of the Board being established post the Local Authority election cycle.
2. This board will meet quarterly. The first meeting will be chaired by the Leader of the Council and appointment to a regular chair and vice chair decided at that first meeting.
3. All statutory members or their delegated representatives as set out in the Act must be present for decisions made during the initial meeting to be considered valid. This means the Local Authority, Aneurin Bevan University Health Board, Natural Resources Wales and South Wales Fire and Rescue Service must have representation at this meeting.
4. The PSB must agree on its invited participants at the first meeting and invitations issued within 1 week of this meeting.
5. The cycle of meetings ends when an ordinary election of councillors (all seats on the council are up for election or re-election) is imminent and the cycle (steps 1 - 5 above) repeated each and every time following such an election.
6. Meetings will be work shop in nature with issues presented to the PSB for collective discussion and decision. Agenda and supporting papers will be sent out to members one week prior to meetings. Minutes will be sent out to members within two weeks of each meeting. Agenda's and minutes will be posted on the PSB website once approved at subsequent meetings. Items will only be exempt or restricted when the wider public interest clearly demands and there is a legislative reason (e.g. contractual sensitivity or to protect individuals).
7. Any Board representative may request an item to be placed on the Agenda with the consent of the Chair. Board representatives may raise items that do not appear on the Agenda but only with the consent of the Chair.

8. Welsh Language Standards will be applied to meetings in respect of agenda's, minutes and simultaneous translation where required.

### **Membership of Torfaen Public Services Board**

The Act stipulates that four statutory organisations form the Public Services Board and a number of other organisations that must be invited to participate. The Board has discretion to invite others that carry out public functions.

Partner organisations will play a critical role in both the strategic and operational delivery of well-being plans and will form membership of the wider public services board that engenders a culture of excellent joint working, leading on activities, sharing of risk and wider contributions to the benefit of Torfaen's residents.

The statutory and invited core organisational membership forming the PSB are:

- Torfaen County Borough Council – Leader and Chief Executive
- Aneurin Bevan University Health Board – Chair and Chief Executive or delegated senior manager
- South Wales Fire & Rescue Service – Chief Officer or delegated local manager
- Natural Resources Wales – Chief Executive or delegated local manager
- Gwent Police – Chief Constable or delegated senior officer
- Gwent Police & Crime Commission – Commissioner or delegated senior officer
- Welsh Ministers or their nominated representative
- Head of Gwent LDU/Wales Probation Service
- Assistant Chief Executive of Wales Community Rehabilitation Company
- Chair of Torfaen Voluntary Alliance
- Chief Executives - Registered Social Landlords (RSL's)
- Representative of the Town and Community Councils
- Chief Executive – Torfaen Leisure Trust (TLT)

\*\*\* The PSB may invite other members to the board as required to contribute to the work of the Board and will include but not restricted to

Executive Cabinet Members

Chief Officers (LA & Partnerships)

Statutory requirement to invite those organisations the PSB is mandated to engage with

Invited representatives including private sector.

The PSB will have an Officer Support Group (OSG) to support the work of the PSB made up of the following invitees:

- Divisional Commander / Chief Inspector for Torfaen, Gwent Police
- Representative for the Office of Police & Crime Commissioner for Gwent
- Representative for Gwent LDU/Wales Probation Service
- Representative for Assistant Chief Executive for Wales Community Rehabilitation Company
- Chief Officer of Torfaen Voluntary Alliance and / or Chief Officer of a local third sector organisation
- Partnership Lead for Aneurin Bevan University Health Board
- Local Manager for South Wales Fire & Rescue
- Local Consultant for Public Health Wales

- Local Manager for Natural Resources Wales
- Representative from Torfaen Registered Social landlords (RSL's)
- Manager for Torfaen Leisure Trust
- Head of Communication & Engagement
- Heads of Service

The Act also requires the Public Services Board to **engage** with:

- Gwent Community Health Council
- The Brecon Beacons National Park
- The Higher Education Funding Council for Wales
- Coleg Gwent
- The Arts Council for Wales
- The Sports Council for Wales
- The National Museum of Wales
- The National Library of Wales

The Board must seek the advice of these bodies and can decide to invite any of them to join the Board or, decide upon another way to engage them on specific objectives / delivery sub groups.

Further invitations can be issued to interested parties (including private business).

Such invitations will be considered alongside the development of the well-being assessment, as this will indicate the need for an organisation to become part of the Public Services Board or part of a delivery sub-group, in order to fully discharge the duty to improve well-being.

A record will be kept by the PSSU of all invitations to join the Torfaen Public Services Board and their responses. A full membership list will be available on the Public Services Board website and kept up to date as membership changes.

### **Role and responsibilities**

The Act puts a well-being duty on specified public bodies to act jointly, via a PSB, to improve the economic, social, environmental and cultural well-being of Torfaen by contributing to the achievement of the well-being goals.

- A more prosperous Wales
- A resilient Wales
- A healthier Wales
- A more equal Wales
- A Wales of cohesive communities
- A Wales of vibrant culture and thriving Welsh language
- A globally responsible Wales

The PSB must work towards all seven goals and cannot choose one or more above the others.

Torfaen Public Services Board contribution (and outputs) to achieving the seven goals will be:

- To assess the state of economic, social, environmental and cultural well-being in Torfaen – this will be on a 5 year cycle unless advised otherwise by Welsh Government

- To publish each well-being assessment
- To develop and deliver a well-being plan, which sets local objectives to maximise partner contributions in achieving the seven goals – this will be on a 5 year cycle unless advised otherwise by Welsh Government
- To comply with legislative requirements for consultation and scrutiny of well-being assessments and well-being plans
- To provide an annual progress report
- To publish each of the above bi-lingually on-line and provide hard copies on request

Whilst the local authority is bound through legislation to provide administrative support, all partners **will share in providing resources to deliver the work of the Board** and achieve the well-being goals. This can be financial, personnel, premises, equipment, expertise and information.

### **Decision making**

It is expected that decisions and recommendations of the PSB will be made by consensus in meetings; all statutory members that represent the board must be present for any decision to be valid.

Competing or differing interests between member organisations should be reconciled by consensus before operational issues occur. Where differences are not reconciled, agreed independent mediation will be sought, with the partner organisations agreeing to accept the decision of the mediation process.

Where appropriate, risk management and contracting arrangements will be formalised.

### **Involvement**

People who are interested in improving the well-being of Torfaen citizens and communities and wider across Gwent as a consequence of the GSWAG work will be given the opportunity to be involved through engagement events and / or through delivery groups. The Strategic Engagement Group (SEG) will take direction from the board and groups and utilise people in front line services / communities to connect with the people of Torfaen and wider. The SEG will also use a range of media platforms to support involvement and engagement.

Whilst carrying out assessments of well-being and developing well-being plans there will be local events that encourage people to work with the PSB in identifying issues and concerns, and coming up with solutions or ways we can work together to make improvements.

### **Prevention will be a main feature of such work.**

The events will be advertised through local networks and media. Wherever possible, events will be taken to the people, rather than asking people to come to the Public Services Board.

Delivery groups will either be existing groups or be set up, in relation to identified priorities and work streams from the well-being assessments and well-being plans. People who have expertise of knowledge / skills to help these groups will be invited to participate. They will be identified through existing networks and future



engagement work. Reporting arrangements will be built into the annual PSB work plans.

There will be a relationship with the Greater Gwent Health Social Care & Well-being Partnership Board, which is a statutory requirement of the Social Services & Well-being (Wales) Act 2014, and reporting arrangements will be built into the annual Public Services Board work plans.

### **Scrutiny and reporting**

The PSB will publish an annual progress report. This report will be submitted to Welsh Ministers, the Future Generations Commission, the Auditor General for Wales and Torfaen Overview & Scrutiny Committee.

Torfaen County Borough Council must and will provide executive arrangements for a Public Services Board Overview & Scrutiny Committee. This Committee will:

- Be consulted with on all well-being assessments and plans
- Be provided with final copies of all well-being assessments, well-being plans and annual reports
- Review or scrutinise decisions made by the Board
- Review the Board's governance arrangements
- Make reports or recommendations to the Board regarding its functions or governance
- Consider matters relating to the Board as Welsh Ministers may refer to it (and report back to Welsh Ministers in such instances)

The Committee can require any member of the Torfaen Public Services Board to give evidence, ***but only in relation to matters of the Board's business and plans***. This includes any person that has accepted an invitation to Torfaen Public Services Board.

### **Complaints**

All complaints about the operation of Torfaen Public Services Board should be addressed to the Chief Executive of Torfaen County Borough Council who will share the complaints with all Board members and identify an appropriate process to handle the complaint, duly providing a report back to the Public Services Board.

### **Finances and other resources**

Torfaen Public Services Board may raise and distribute funds (e.g. grants) but all monies will be held on behalf of the PSB via Torfaen County Borough Council and the financial management and accountability processes of this organisation will be followed.

The resources required to implement any activities related to the achievement of the shared outcomes are the responsibility of the relevant partnerships and / or partner organisations and not the Torfaen Public Services Board.