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Main report

Implementing the Sustainable Development Principle

Lessons from a Literature Review on Implementing the Five Ways of Working

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Lessons from a Literature Review on Implementing the Five Ways of Working

Introduction

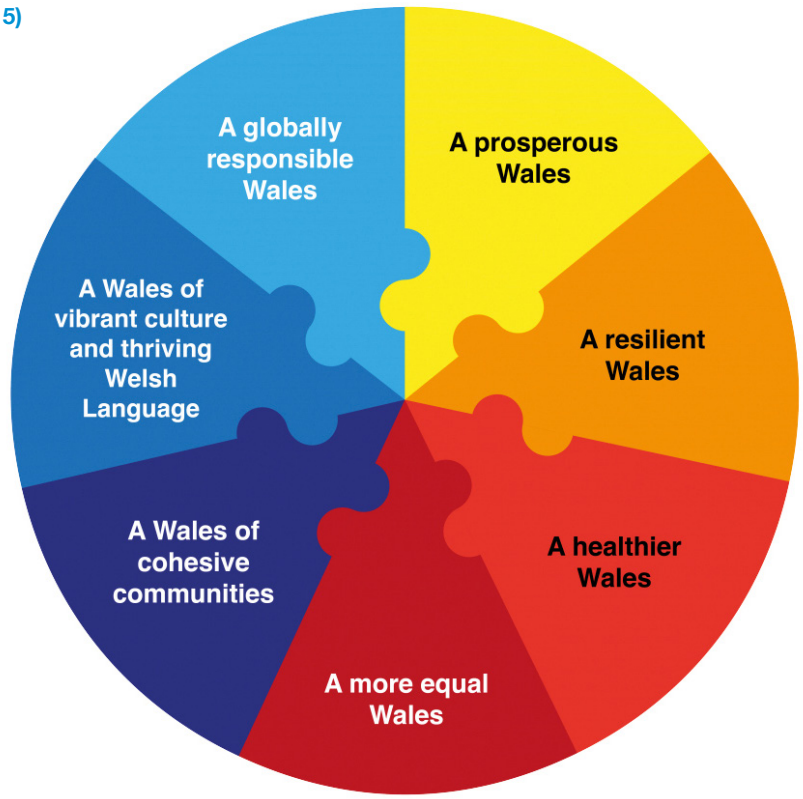
Commissioned by the Health and Sustainability Hub, Public Health Wales, the aim of this report is to provide a guide for all public bodies within Wales, and indeed any organisation internationally, seeking to respond to the challenge of making sustainable ways of working a rapid reality.

This main report identifies approaches and methods that have been successfully applied to implement the five ways of working which make up the Sustainable Development Principle. A brief background and research methodology is followed by the learning from the literature review which is presented under each way of working, however there is much interplay, overlap and mutual reinforcement. For each of the five ways of working, an outline is provided of the key literature and its potential to support the implementation of the Well-being of Future Generations Act. The appendices provide discussion of the policy background which informed the report and the methodology utilised along with limitations and future recommendations. The accompanying summary report features key learning, lessons for public bodies to apply and materials to support further application of the five ways of working. The summary report is available from: www.publichealthwales.org/implementingsdp and www.iechydcyhoedduscymru.org/gweithreduedc

Background

Following devolution of the Welsh Government, Wales became one of the first countries in the world to legislate on sustainable development (WCED 1987) in response to contemporary social, economic and environmental challenges. As a result of public consultation and the scrutiny process, the legislation expanded to include cultural issues and sought to embed a “Health in All Policies” approach. It is the duty of all public bodies to implement the Well-being of Future Generations (Wales) Act 2015, (from now on referred to as the WFG Act) which is intended to create a collective purpose and places a duty on public bodies to demonstrate progress to the independent Future Generations Commissioner and the Auditor General for Wales. The WFG Act requires us to think fundamentally differently about what we need to do to achieve seven statutory well-being goals, as shown in **Figure 1**.

Figure 1: The seven well-being goals (Welsh Government 2015)



Within the WFG Act, public bodies are asked to evidence implementation of the Sustainable Development Principle, also known as the five "ways of working" shown in **Figure 2**, intended to support implementation and shape decision-making and communication:

> "There are five things that public bodies need to think about to show that they have applied the sustainable development principle. Following these ways of working will help us work together better, avoid repeating past mistakes and tackle some of the long-term challenges we are facing." (Welsh Government, 2015:7)

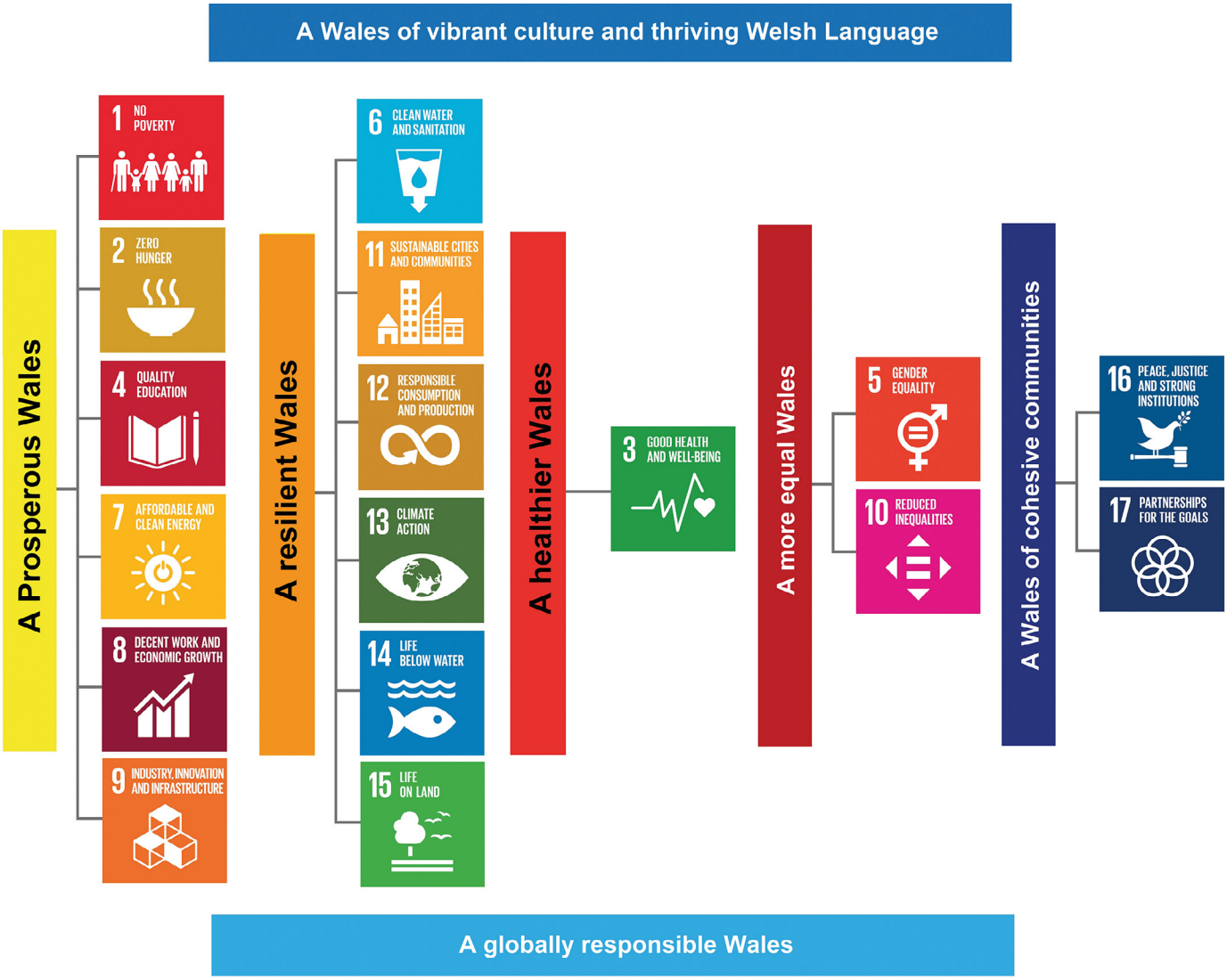
Figure 2: The five ways of working (Welsh Government 2015)

These ways of working help us to work together as one public service in order to address the challenges we face, whether it is to improve equality, create a low carbon economy, or contribute to a country with a healthy ecosystem and connected communities. The WFG Act provides us with an enabling framework to think laterally when developing policy or services, consider the impacts and consequences on a wider set of parameters, and work with a wide range of colleagues and stakeholders to make the connections between economic, social, environmental and cultural challenges to find shared sustainable solutions.

One of the public bodies implementing the WFG Act is Public Health Wales (PHW), which has a national remit to protect and improve health and well-being and reduce health inequalities. PHW conducted a baseline assessment against the WFG Act in 2016 and has published various research reports with a view to enabling collaboration (with other public bodies) and to identifying prevention activities (to stop health problems occurring). PHW has a Health and Sustainability Hub responsible for formulating, communicating and supporting implementation of the WFG Act. PHW commissioned independent academic research in the form of this literature review on the five ways of working to support staff at all levels and in all public bodies to understand and implement the Sustainable Development Principle more widely.

The WFG Act was published just ahead of the United Nations Sustainable Development Goals (SDGs), or Global Goals (UN 2015) which 196 countries are signed up to deliver. The WFG Act is one of the most comprehensive pieces of legislation promising to deliver the Global Goals, and is therefore the focus of much international attention. Five of the seven objectives of the WFG Act match all of the 17 SDGs as shown in **Figure 3** below, while the other two provide the specificity of the local dimension – "A Wales of vibrant culture and thriving Welsh language"- and link back to the international dimension of the SDGs – "A globally responsible Wales".

Figure 3: Relationship between the Well-being of Future Generations Act (Welsh Government 2015) and the Sustainable Development Goals (United Nations 2015)



Research Methodology

To inform the literature review the team undertook two parallel preparatory stages of work. One was a piece of work to review the broad policy context for the WFG Act. The second was to determine the best methodological approach for the literature review. The resulting papers appear in the Appendices to the full literature review. Appendix One frames the WFG Act as an example of a recent and pioneering policy response to progressing a rights-based approach to human development. It draws on human rights literature and language. It views the WFG Act as moving into the realm of planetary rights by setting goals which respect the planetary and social boundaries within which the planet (and therefore human life) can flourish.

Appendix Two is a paper on methodology which explores the research challenges of a rapid timeframe and the need for "fit-for-purpose" literature from an emerging field of study to provide transferable lessons and policy-relevant findings. A realist approach (Pawson 2002 and 2006) was adopted, allowing review from a wider range of sources, however, in spite of the proliferation of web-based information, the ability to draw from the grey literature was limited as results were either anecdotal, unsubstantiated by methodologies or part of marketing information. In light of short timeframes, a rapid version of the realist synthesis approach based on Connell et al.'s (1995) "theories-of-change" strategy was used.

A search of the "iCAT" database was used for instantly accessible papers, allowing access to thousands of online journals (around 80,000 at any one time) across hundreds of disciplines. Appendix Two summarises the sources of information found in the academic and grey literature over a three-month period during the preparation of this report and explains how the most relevant were selected. The limitations to the literature review lead to recommendations to interview colleagues in areas of emerging best practice (for instance the Greater Manchester Combined Authority (GMCA), also referred to as Devo Manc); influencing the commissioning of future research (for instance in relation to emerging Health in All Policies approaches in the UK and across Europe); reviewing the grey literature findings for the wide range of potential best practice which could usefully be applied; and extending the scope of the search terms beyond the five ways of working to complexity, systems evaluation and management literature. The literature review that follows focuses on the academic literature and those grey literature reports which are independent evaluations supported by data.

There was wide variation in the way different studies in the literature review approached and organised information in relation to the five ways of working. For analytical purposes, the review team treated each of the five ways of working as discrete (showing internal coherence and external distinction). In practice, however, they are interlinked, interactive and cross-fertilising, borrowing from each other to be mutually supporting. As such many of the lessons and weaknesses identified in the literature are applicable to more than one of the five ways of working, and are reflective of each other with common themes emerging.

Long-term literature findings

The importance of balancing short-term needs with the need to safeguard the ability to also meet long-term needs.

The following section covers the review of the literature on the first principle of the five ways of working the long-term. The principle of long-term involves "The importance of balancing short-term needs with the need to safeguard the ability to also meet long-term needs." Long-term refers to the need to consider how planning and decision making is undertaken and the importance of considering future strategic needs as well as more short-term demands. The literature review covers consideration of differing temporal concepts and their role in the discussion of how decisions are made.

An organisation's temporal orientation ranges from short to long. Decisions based on short-term orientation often focus on efficiency, that is performing in the best possible manner, with the least expenditure of time and effort. In practice this means with the least impact on individual, team or organisational resources, rather than collective, societal resources. In contrast, decisions based on a long-term view focus on effectiveness, that is adequacy to accomplish a purpose and produce the expected result (Venkatraman, 1989). Many sustainability advocates challenge the traditional business paradigm defined by short-term competition, rather than cooperation for the benefit of future generations (Jackson 2017). None-the-less, the short-term still forms the basis of most approaches and supporting policy measures. Decisions are normally based on a very limited range of measures relating to short-term economic factors, Gross Domestic Product being the key example for national accounting. These measures do not take into account the totality of impacts such as impact on people, resources and environment referred to as "externalities" (Daly 1996, Scott Cato 2009). Recognition of the apparently myopic nature of existing measures which exclude well-being has led to alternatives including:

- Gross National Happiness, advocated by the King of Bhutan since the 1970s, measuring spiritual, physical, social and environmental health alongside economic indicators (Centre for Bhutan Studies and GNH 2017);
- Human Development Index introduced in 1990 to advance human well-being (UNDP 2018);
- triple bottom line which emerged in the mid-1990s as an accounting framework with social and environmental as well as financial reporting, often referred to as "people, planet, profit" (Elkington 1997);
- Happy Planet Index, designed in 2006 to take sustainability into account (New Economics Foundation 2018).

In fact, long-term perspectives were a foundational element of quality improvement (QI) in management though that has been severely eroded as evidenced by a relative paucity of literature on long-term policy and implementation. It is therefore important to return to its origins. Deming (1982, 1993) emphasised "constancy of purpose". The true purpose of organisational performance, he argued is "better material living for all people here and everywhere" (Deming 1982:21). He identified "short-term profit and short-term thinking", which he stated

> "make no contribution to material living...or to [national] industry yet have long-term (undesirable) effect." He warned that "long-term commitment to new learning and new philosophy is required of any management that seeks transformation...the people that expect quick results, are doomed to disappointment." (Deming 1982:20).

He concluded that competition

> "...is destructive. It would be better if everyone would work together as a system, with the aim for everybody to win. What we need is cooperation and transformation to a new style of management." (Deming 1993:28).

Deming's System of 'Profound Knowledge' encompassed four interrelated approaches which are summarised in **Table 1** below. When tailored to contextual circumstances they were found to enable long-term optimisation of quality, management and leadership, found to enable "joy in work and learning", showing improvements in all areas, including "quality of life", community and the environment.

Table 1: Deming's system of profound knowledge (Deming 1993)

Appreciation for a system	acknowledging multiple connections and interactions create performance; attributing failure to systems not people (in 92% of cases); building relationships of loyalty and trust; improving processes and the system.
Knowledge of variation	to enable data-based decisions; build quality into product/service; reduce costs; focusing on quality; improving quality and productivity.
Theory of knowledge	moving from assumption and bias to evidence-based facts; providing on-the-job training, education and self-improvement; encouraging pride and joy in work and learning
Psychology	constancy of purpose; 'transformation is everyone's job'; there is no 'one way'; management awake to the challenge, adopting the new philosophy and taking on leadership, driving out fear; breaking down barriers to work as a team with a shared goal.

A similar perspective on the long-term emerged with "deep-time" (Macy 1993 and 2014) which reframed temporal perspectives and focused on the impact of actions on unborn, future generations. This was found to erase "Not In My Back Yard" (NIMBY) and short-term perspectives and led to calls for a third House of Congress of spokespersons for the future. Lash and Urry (1993) distinguished contemporary perspectives of time as critical in understanding the motivations for human actions. Rifkin (1987) asserted that time is the "primary conflict" for humanity summed up in the opposition of "speed and efficiency" against "values more consistent with the needs of our species and the dictates of nature." (Rifkin 1995:17) Rifkin also raised concerns over design and management of future technology or Artificial Intelligence to support equity and sustainability, rather than contribute to current "unsustainable trajectories". Rifkin described modern perspectives on time as "clock-time" or "time is money" (1987:14) characterising contemporary working life. Lash and Urry (1993) highlighted the term evolutionary or "glacial time" (Lash and Urry 1993:242) which Castells (2009) later defined as:

> "...a slow motion time that human perception assigns to the evolution of the planet. It is sequential time, but moving so slowly, **as perceived from the brevity of our lives**, that it seems to us to be eternal." (Castells 2009:53 bold added)

Castells referred to "glacial time" as that adopted by the environmental movement demonstrated through calls for "intergenerational solidarity" or protecting the environment for future generations. Macnaghten and Urry (1998) pointed to the challenges when costs and benefits are dispersed both spatially and temporally within distinct temporal perspectives: "clock-time", associated with capitalism; "instantaneous time" - delivered by technology and increasing beyond human comprehension into nano-seconds; and "glacial time" stretching beyond expected individual lifetimes. In contrast, surviving indigenous peoples have long considered the long-term in their deliberations summarised by the "Seventh Generation Principle" of the Native American peoples (Clarkson et al. 1992). This means that decisions should not harm the next seven generations, it also includes all other species in addition to homo sapiens. Ecuador was the first country in the world to incorporate "the rights of mother earth" in its constitution (Republic of Ecuador 2008), based on indigenous understanding that human endeavour is dependent on planetary resources which are complex and inter-connected. At the European level, the Precautionary Principle, echoes this aiming to protect resources for future generations and is briefly discussed in relation to prevention. Recent work to embed the rights of planet earth in legislation is referred to as "Ecocide" and is a slowly growing movement (Higgins 2015).

Table 2: Time perspectives

Instantaneous time	Clock time	Glacial time
– Short-term 	– Short-term – One, 3 or 5 years – Some medium term up to 30 years – not even a full human life-time 	– Long-term – Hundreds of years – Millions of years 

Academic debate on mechanisms to consider the long-term emerged following the energy crises of 1973, in the form of "managing strategic surprise" for economic equilibrium (Ansoff 1975), and developed over time as long-range planning (Brews and Purohit 2007). Rohrbeck and Bade (2012) reviewed 250 articles and identified long-term mechanisms used by corporates, summarised in **Table 3** below. These concepts form the basis of the International Panel on Climate Change Assessment Reports (IPCC 2014) which use data to predict climate change several hundred years into the future and which call for immediate action to safeguard against catastrophic climate change (IPCC 2018).

Table 3: Taking the long-term into account (Rohrbeck and Bade 2012)

Long-term mechanism	Purpose
Scanning	to enable forecasting and prediction to safeguard performance, with links to risk management
Futures research	to identify and influence possible futures for agility and innovation, with links to complexity theory, scenario planning
Peripheral vision (or blindness)	using information beyond core business such as market and technological data to ensure rapid response to change. Day and Schomaker (2004) termed the absence of this as 'systemic ignorance' and compare it to driving in fog, calling for 'special sensors'. Of course, State of the Environment reports are one such possible sensor, and there are a few businesses such as Unilever and M&S who are visibly engaging and as a result rising in public opinion (Sigwatch, 2018)
Foresight	usually conducted by top management from their 'vantage point' (a challenge for diversity). Such competitive intelligence enables responsiveness and new business development.

Related supportive concepts increasing in use include scenarios, forecasts and visioning, which are most commonly applied in urban planning. The concept of "foresight" (Voros 2001) is used to enable scenario planning and storyline development into the future, extending the temporal ranges of policy commitment timeframes.

Futures research is an interdisciplinary field, "where wide ranges of topics are analysed and the approaches and results of more traditional disciplines meet" (University of Turku, 2018), encouraging the contemplation of many possible futures and dialogue between stakeholders with conflicting agendas (University of Hawaii, 2018). Son (2015) divided Western futures studies into three periods presented in **Table 4** below:

Table 4: Western futures studies characteristics (Son 2015:120)

Timeframe	Characteristics of long-term approaches
From 1945 to the 1960s	prevalence of technological forecasting rise of alternative futures professionalisation of futures studies
1970s and 1980s	worldwide discourse on global futures development of normative futures deep involvement of the business community in futures thinking
1990s to the present	dominance of foresight advance of critical futures studies intensification of fragmentation

The Finland Futures Research Centre (FFRC) formed in 1992, was amongst the first university departments focused on futures studies. A network of 10 Finnish universities was established in 1998 and 25 years later still serves as the permanent advisor of the Committee for the Future of the Finnish Parliament (Read 2012). Established in 1993, the Committee has 17 members, made up of 20% of current parliamentarians, and acts as a think-tank for futures, science and technology policy in Finland. The Committee supports the Government and Parliament to identify and discuss major future problems and opportunities in advance, enabling work with different alternatives. The Committee works with a long-term horizon and the scale of issues is broad (Tiihonhen 2016).

Several methods can be employed to encourage a future-oriented mindset and to engage and influence stakeholders. These include diverse multi-disciplinary teams, working in collaboration, supported by technology and adopting a broad and pluralistic view to anticipate future challenges. Specific techniques such as workshops, online games, scenario analysis, videos and presentations – many of them available online free of charge – may be useful to encourage long-term thinking amongst stakeholders involved in WFG Act implementation. The World Business Council on Sustainable Development (WBCSD 2017) aimed to "stimulate dynamic and productive discussion about futures" and experimentation with tools that can support moves beyond "business-as-usual" strategies (Leach et al. 2012). Similarly HRH The Prince of Wales established "Start" supported by IBM which launched with a guide entitled People and Skills for a Sustainable Future" (Bathwick Group 2010). Nelson (2014) proposed seven actions to promote development of "futures thinking, global literacy, and planetary consciousness that will all be needed for leadership development by 2030":

– formal education in futures and global literacy;
– systems thinking;
– foresight and scenario writing;
– on-the-job learning and training;
– the creation of cross-functional teams;
– expanding the community of practice;
– constructing a "meta-narrative".

The Institute for the Future (IFTF) ran a Catalyst for Change project which involved 1,600 participants generating more than 18,000 ideas to influence policy design (IFTF 2012). They used a four step process to engage stakeholders: "New Evidence, New Capacities, New Rules, and New Stories". which is reflected in many of the academic and grey literature reviewed and therefore reflected in the recommendations of this report. Story telling is a recurring theme in engaging stakeholders in the long-term and learning how to use data as a way of creating "preferable" or "aspirational" futures which focus on "what we value now", rather than "what we fear". It is argued that such stories are more attractive and able to encourage involvement and generate meaningful change. This echoed the findings of a World Wildlife Fund (WWF) report (WWF 2010) which found that "common cause" cultural values brought enthusiasm, inspiration and joy to the work of change for collective good (echoing Deming 1983). The role of cultural values and making them explicit enabled individual daily actions to be seen as part of a wider significant contribution to society. This led to the WWF communications around "Love of Nature" to which, it is argued that, the majority of society can relate as a shared value. The WFG Act does much the same in practice, by specifying a vision of the future to which the majority of the population aspire. Similarly, the International Futures Forum has developed a range of tools and publications to support long-term thinking and application now (IFF 2018)

Kirwan (2013) argued that "organisational learning" played a key role in the process of long-term policy implementation. This involved translating goals into strategies for action and employing an organisational structure that stimulated the emergence of routines, facilitated knowledge creation, knowledge retention and knowledge transfer. Trust recurred in the literature as key in enabling businesses to adopt a long-term orientation and similarly to WWF's findings on values, Bernal et al. (2018) concluded that mindfulness enhanced trust as it brought attention to shared or common values.

The long-term aim of the WFG Act implementation process is to secure a "normalisation" of practices by public bodies and other actors which support the WFG Act goals. The "new normal" of contemporary society is considered to be characterised by Volatility, Uncertainty, Complexity and Ambiguity or VUCA (Schick et al. 2017). VUCA is a management acronym and each element requires different skills to be able to engage and plan for challenging circumstances. For instance, volatility can be reflected in resource availability and changing costs which require a long-term perspective on risks, likelihood and mitigation. Uncertainty cannot be avoided, however collaborative data sharing across usual boundaries and timeframes may enable better prediction and planning. Complexity recognises the interconnectedness and interdependencies of issues, the scale of which often surpasses usual organisational boundaries and governance structures and timeframes. The causal links and relationships in a complex system are often unclear and require experimentation encompassing failure and the willingness to learn, adapt and develop solutions and share these over time to build a body of principles rather than a certain knowledge base.

Bina and Ricci (2016) reviewed seven key contributions to the literature and 34 case studies applied to urban and global futures (half in China). They found a continuing preference for medium range (10-20 years) horizons rather than the long-term (30, 40+ years) and for forecasting to support policy development (rather than delivery). Many organisations indicated they engage in short-term planning for around five years (sometimes reduced to three) or ten years in capital intensive industries – based on financial concerns and return on investment. Government policies have tended to take longer temporal perspectives, for example, The Future We Want 2030 (UN 2012); the 25 year Environment Plan (DEFRA 2018), the Climate Change Act (DECC 2008) with interim targets in 2020 and overall targets in 2050 and based on IPCC modelling data up to 2100. By contrast, Panasonic, as it is now globally known, started in 1918 with a 250 year business plan and the aim to "banish poverty, bring happiness to people's lives and make this world into a paradise" (Panasonic 2018).

Environmental policies exemplify long-term perspectives and may offer lessons for policy implementation. Howes et al. (2017) reviewed 125 pieces of academic literature and in light of scientific evidence relating to almost all sustainability indicators which show no change or negative trajectories, it pointed simply to policy implementation failure and concluded that:

> "Conflict between the objectives of environmental policies and those focused on economic development, a lack of incentives to implement environmental policies, and a failure to communicate objectives to key stakeholders, are all key factors that contribute to the inability to attain environmental sustainability." (Howes et al., 2017:165)

Nonetheless, Howes et al. were also hopeful that:

> "If policy-makers learn from these mistakes, they may still be able to set society on a sustainable development path." (Howes et al. 2017:165)

In a similar vein, Ryan (2015) reviewed implementation of long-term climate policies in developing countries and identified three factors which influenced the difference between policy discourse and political reality, at both the country and departmental level:

- government capacity;
- local framing and benefits;
- the role of local political actors (champions, entrepreneurs, social movements, public opinion).

These are reflected in Howes et al.'s (2017) more extensive review. which summarised weaknesses in policy implementation. A brief description in **Table 5** below is followed by an assessment of how the WFG Act responds, which could equally be "trickled-down" in implementation across public bodies in Wales.

Table 5: Reasons for policy failure (Howes et al. 2017) omitting environmental factors and assessment of risk for Well-being of Future Generations Act

Explanation of policy failure (Howes et al. 2017) (number of papers)	Assessment of risk for Well-being of Future Generations Act
Economic factors – policy is counter to growth paradigm (measured by Gross Domestic Product, GDP) and financial context (based on short-term, cost effectiveness) (48 papers)	**High**: The WFG Act is a departure from an economics driven approach to development and aligns with rights-based human development. In contrast, the growth paradigm (in GDP terms in particular), represents a serious barrier that needs to be acknowledged and mitigated by embedding the new approach in all strategic priorities and embracing the five ways of working: long-term, prevention, integration, collaboration and involvement
Communication failure (47 papers)	**High**: Evidence of collaborative communications plans from Welsh Government and each public body showing alignment to ensure all stakeholders are incentivised and clear on their roles at organisational, team and individual level
Political factors – policy is politically unpopular: it may be counter to dominant interests; feature contentious issues or simply issues which are complex or "wicked" with costs in immediate political cycle and benefits in the future; weak governance mechanisms; lack of consensus (42 papers)	**High**: Political cycles and priority shifts are a danger to long-term transformative goals. In the short term, stakeholders need to negotiate existing different political realms and layers of governance across all public bodies. Clear leadership is critical in moving towards a collective endeavour to contribute to complex well-being goals involving a wide range of stakeholders
Legal factors – absent; not enforced; or contradictory (32 papers)	**Medium**: Wales is the first Government in the world to have a WFG Act and FG Commissioner. There is a statutory duty placed on public bodies to deliver the WFG Act. Compliance and enforcement is focused on high level audit and review and reputation. The kudos of sharing best practice at the global level could be leveraged amongst senior staff
Incentive failures (31 papers)	**Medium**: The WFG Act promises a prosperous, resilient, healthier, more equal Wales with cohesive communities that is culturally vibrant with a thriving Welsh language and globally responsible. Attention should be paid to reinforce this message and in strategic priorities and daily delivery so there are no conflicting objectives
Conflicting objectives (30 papers)	**Medium**: The WFG Act is embedded in all other major policies of the Welsh Government. Public body strategic priorities and well-being objectives should naturally be aligned with the WFG Act goals
Social factors – policy is counter to existing attitudes/beliefs; there is resistance to change; the history (of domination or exclusion) of key stakeholders acts as a barrier (24 papers)	**High**: The WFG Act signifies an important culture change as it aims to transform society. Collaboration and co-production become possible, yet stakeholders may not be ready or have the skills to participate effectively and should be supported to allow "equal voice" to all. Leadership for collaboration is critical across organisation, teams and at individual level
Inappropriate agency (24 papers)	**Low**: The WFG Act is the duty of every public sector body in Wales
Inadequate administrative resources (22 papers)	**Medium**: Each public body already operates with specified resources. The WFG Act requires integration in strategic priorities and well-being objectives. This may result in stopping some activities and doing others differently to achieve clear goals which benefit society
A reading of issues that is too narrow (22 papers)	**Low**: The WFG Act is designed to encompass the holistic nature of sustainability, incorporates all 17 United Nations SDGs or Global Goals and takes a whole systems approach characterised by the five ways of working
Limited competence (21 papers)	**Medium**: Part of the implementation process includes sharing of competencies across public bodies so that all skills/knowledge are aligned to deliver the well-being goals
Incomplete understanding of problem (15 papers)	**High**: The WFGA shows one of the most comprehensive and complete understandings of the scale of the challenge facing not only Wales but all countries. The challenge is to ensure delivery bodies and their staff reach the same level of understanding. Organisational, team and individual learning for consequential action

Discursive – the language used to speak about the new policy (19 papers)	**High**: Framing the principles of the WFG Act as inclusive, win-win-win key values and instrumental with long-term and cost-saving opportunities (when true costs of impact are taken into account in whole life costing terms)
Lack of Evaluation (14 papers)	**Low**: Requirement for annual reporting which will be reviewed by the Auditor General and FG Commissioner means regular independent evaluation.
Incomplete specification (13 papers)	**Low**: The WFG Act is comprehensive and supported by a wealth of information from UN treaties since the 1970s.
Technical – limitations (9 papers)	**Low**: An inclusive bottom-up approach to implementation will ensure use of existing technology to support policy implementation. Silo-thinking represents biggest limitation.
Conflicting directives (9 papers)	**Medium**: Consistent and integrated institutional objectives and policies, implementation guidance for staff at all levels and tailored to each public body ensures alignment rather than conflict.

Repucci (2014) and Scott (2011) reviewed international public sector reforms over a decade and both identified that changing ways of working could affect the fundamentals of a system and bring about long-term positive impact. They highlighted the need for key stakeholders to make a long-term commitment to implement change, to sustain change and to produce positive impacts. In order to maintain employee engagement levels and encourage a long-term view, intermediate milestones helped reduce short-term views. Achievements were communicated and celebrated within the context of the long-term plan. An appreciation, in advance of the long-term supported more effective policy implementation as it enabled realistic expectations. Public sector reform literature is also discussed in relation to integration (see page 26 below). Loorbach et al. (2106) took a transition perspective to frame economic crisis and referring instead to economic crisis as "symptoms of transition" which meant that "seemingly short-term pressures" became instead "game-changers" and included "....a merging of the public, private and civil spheres to support social innovation, opening up the possibility for all these sectors to work together in creating or supporting social innovation based around new economic models." (Loorbach et al. 2016) The reframing of the short-term pressures provided the start of a long-term perspective.

In a similar way, the "three horizons" framework (IFF 2018; Sharpe 2013) presented both a foresight tool and indicated a way of addressing immediate demands, referred to as "first horizon", alongside the transition activities in the "second horizon" to achieve long-term goals, referred to as "third horizon". It acknowledged the importance of five propositons:

1. Future consciousness is an awareness of the future potential of the present moment;
2. Transformative change is that change which requires a re-patterning of our collective lives rather than an extension of the current pattern;
3. Transformative innovation can be understood as working with three different qualities of the future in the present that we characterise as the three horizons of future consciousness;
4. Three Horizons provides a notation and framework for the collective practice of future consciousness for transformative innovation in a simple way – it brings all the perspectives and voices into the room with the potential for constructive dialogue;
5. Future consciousness can only be fully developed as a universal shared practice which every person is a unique source of transformative insight and human potential." (Sharpe 2013:30-31)

Table 6 below summarises the key learning from the long-term literature, highlighting useful lessons for public bodies to apply and weaknesses to avoid.

Table 6: Summary of learning from long-term literature

Key learning – long-term	Useful lessons for public bodies to apply	Weaknesses for public bodies to avoid	Authors
Contemporary domination of short-term orientation: evidenced in nano-seconds, "clock-time", "time is money" Inexperience of long-term orientation: such as "glacial time", "do no harm to Seventh Generation", "deep-time"	Recognise short-term pressures and the need to learn and experiment with long-term thinking	Avoid measures to increase efficiency instead focus on long-term effectivenss	Venkatraman (1989) Rifkin (1987); Castells (2009); Lash & Urry (1993) Macy (1993, 2014); Clarkson e al. (1992) McNaughten & Urry (1998)
Short-term profit and short-term thinking "have long-term (undesirable) effect" (1982:20) Collective values are understood by all such as "joy in work and learning"	…"what we need is cooperation and transformation to a new style of management" (Deming 1993) "Transformation is everyone's job" "There is no one way"	Avoid destructive competition between individuals, teams, organisations, instead draw on collective values to engender new ways of working	Deming (1982, 1993) WWF (2010)
New 'normal' characterised by Volatility, Uncertainty, Complexity and Ambiguity (VUCA)	Use mechanisms like peripheral vision, foresight and scenario planning to support long-term orientation and take into account contemporary 'normal'	Avoid narrow short-term view and systemic ignorance, instead think life-spans, generations and future youth amidst a rapidly changing contemporary context	Schick et al. (2017) Son (2015) Rohrbeck & Bade (2012) (250 articles reviewed) Sigwatch (2018) Day & Schoemaker (2004) Voros (2001)
Acknowledge preference for medium range (10-20 years) horizons rather than long-term (30, 40+ years)	Reflect on the number of years considered "long-term" and extend	Avoid short-term planning and run longer-term plans and indicators in parallel	Bina & Ricci (2016) (reviewed 7 key contributions to the literature and 34 case studies) DEFRA (2018) DECC (2008) IPCC 2014, 2018)
Learning for leadership on the long-term and managing the transition between the three horizons – now, long-term well-being and transition activities	Invest time in learning via team discussion and cross-functional teams sharing expertise and experience with five ways of working	Avoid cyclical repetition without review and challenge	Nelson (2014) Leach at al. (2012) Bathwick Group (2010) Sharpe (2013)
Well-being goals require "New Evidence, New Capacities, New Rules, and New Stories"	Engage stakeholders in developing "New Evidence, New Capacities, New Rules, and New Stories"	Avoid historic bias and repetition of business-as-usual, instead experiment with new approaches	Institute for Future Thinking (IFFT 2012) Catalyst for Change project
Existing measures and indicators are insufficient for well-being based on known planetary and social boundaries	Develop measures reflective of human flourishing and well-being	Avoid silo decision-making, policy delivery and monitoring based on short-term financial gain and instead measure long-term well-being impacts	Jackson (2017) Elkington (1997) Centre for Bhutan Studies and GNH (2017); NEF (2018) UNDP (2018)
Mindfulness enhances trust	Encourage mindfulness practices to support staff and enhance participatory processes	Avoid ignoring the impact of changes on staff and keep them informed and be supportive	Bernal et al. (2018)
Organisational structures stimulate/restrict change and policy implementation failures offer lessons	Facilitate communications, encourage champions to spread message and frame benefits in meaningful language	Avoid stagnant structures and learn from policy implementation failures as well as successes	Kirwan (2013) Ryan (2015) Howes et al. (2017)

Key learning – long-term	Useful lessons for public bodies to apply	Weaknesses for public bodies to avoid	Authors
Three horizons can help frame long-term change	Identify which horizon (H) each activity belongs to. H1 is now but will not be relevant in long-term. H2 is emerging and will become increasingly significant. H3 may only be visible now in pockets and will deliver well-being goals	Avoid business-as-usual, instead encourage review and experimentation.	Sharpe (2013) Schick et al. (2014)
Innovation can come from anyone, all staff are experts in their areas and can contribute to change	Support innovation and experimentation to introduce simple changes which may be scaled up to radical change	Avoid short-term pressures, instead notice them as potential "game-changers"	Loorbach et al. (2016)
Long-term commitment to well-being goals will enable more realistic approach	Sustain motivation with short-term deliverables introducing new actions, medium term milestones and the long-term goals	Avoid unrealistic expectations, instead ensure incremental progress and regular encouragement for radical change	Repucci (2014) Scott (2011)

In summary the review of the literature on differing temporal concepts and their role in the discussion of how decisions are made has shown the importance of a long-term orientation. Concepts such as "glacial time", "do no harm to seven generations" and "deep-time", are opposed to dominant short-term orientation, thinking in terms of nano-seconds, "clock-time", and "time is money." The need to expand policy timeframes to account for medium-term, long-term and future thinking to safeguard future generations is clear. The literature review has also shown the importance of involving key stakeholders on shared values and enhancing trust, together with facilitating knowledge creation, retention and transfer over time. The consideration of long-term thinking has been shown to be critical in organisational planning and decision-making to meet the requirements of implementing sustainable development and the well-being goals in the WFG Act.

Prevention literature learning

How acting to prevent problems occurring or getting worse may help public bodies meet their objectives.

This section covers the review of the literature on the second of the five ways of working the principle of prevention. The literature review found very little of direct relevance on prevention as applicable to public body implementation of the WFG Act. However, in the environmental field, preventing incidents that could cause irreversible impacts is paramount and may offer some useful and transferable lessons.

In environmental policy, the Precautionary Principle (UNEP 1987, UNFCCC 1997) established that precautionary measures should be taken even in the absence of scientific consensus that an activity is harmful to the environment. The Precautionary Principle implied not only preventing environmental harm but also avoiding any risk of occurrence now or in the future reflecting the Seventh Generation principle of the Native American and other indigenous peoples (Clarkson et al. 1992). Garnett and Parsons (2017) reviewed 15 related pieces of legislation or judicial decisions and identified that the decision to apply the Precautionary Principle was poorly defined with no clarity on which level of uncertainty or hazard would trigger its application; and that official guidance was not followed consistently. The Precautionary Principle has not been applied more broadly in other areas in over 30 years. (Kings Fund 2016)

The literature review returned a large number of studies using the principle of prevention in health and safety (Mathis and Galloway 2013, Roughton and Mercurio 2002) along with early intervention in various realms of healthcare. Whilst these are less relevant to the overarching principle of prevention outside of healthcare settings, it became apparent that the majority of prevention activities featured in the literature took a deficit or problem-based approach. A problem-focused, top-down, prescriptive approach, with single or silo ownership often resulted in limited stakeholder engagement and motivation and short-term impact. This forms a valuable lesson for WFG Act implementation and has been tested in other public service settings with positive outcomes. One example is the Southcentral Foundation, a not-for-profit health system owned and run collaboratively by Alaska Native people for their 65,000 population spread across an area twice the size of England. Collaborative working has achieved a move from among the worst quality of care outcomes in the US in the mid-1990s to one of the most successful examples of health system redesign in the US, with health outcomes among the best on a wide range of measures. Based on 'Nuka', the Alaskan concept meaning 'strong, giant structures and living things' and its focus is on storytelling to create meaningful collaborative relationships, utilising the potential, assets and strengths within the existing community.

Although strength-based approaches are only just starting to be reviewed in the literature (Lietz 2009), the field of practice has been growing for some time (Kretzmann and McKnight 1993) and there are notable examples, in particular using community asset mapping, of holistic, cross-sectoral solution-focused prevention projects, such as obesity prevention (Leeds Beckett University 2015) and social prescribing (Kings Fund 2017). A strength-based or asset-based approach supports all five ways of working and particularly prevention. Drawing on the field of Appreciative Inquiry (Cooperrider and Srivastva 1987) a strengths or asset-based approach introduces a long-term focus on empowering and involving individuals and collaborating to deliver prevention outcomes across functional boundaries and formal and informal groups. To summarise, a deficit focus is likely to lead to a compliance approach which would entail a range of weaknesses. In supposing what these might be it is possible to design a preventative approach which provides creative or transformative alternatives springing from a strength-based approach, in the spirit of the WFG Act goals.

Table 7 below is inspired by Baker et al.'s (1997) understanding of sustainable development and maps out likely scenarios under a deficit approach along with subsequent weaknesses and a strength-based approach along with the possible advantages it brings and useful lessons public bodies can apply. Note that the table focuses on the potential for further application of a strength-based approach as the deficit or problem-focused approach is currently predominant. Public bodies could usefully map current status and identify development using this.

Table 7: Ways of thinking and doing following a deficit and strengths-based approach to engaging with the five ways of working (adapted from Baker et al. 1997:17 and Hands 2009:31)

Deficit or Problem-based approach	Weaknesses to recognise and avoid	Strengths-based approach	Lessons public bodies can apply
Low understanding of WFG Act goals	Desire for prescriptive model and compliance approach Bolt-on to current work Expect short-term deliverables	Willingness to learn holistic nature of WFG Act goals Ability to contribute in small and large ways and embed within current work	Empower a creative, transformative approach over the long-term Medium-term milestones to motivate Short-term wins to engage
Weak interpretation of WFG Act goals	Tension between WFG Act goals and existing goals	Strong interpretation of the WFG Act goals as applied to areas of expertise	Transition to emerging new paradigm of collaborative working towards common goals
Preference for stable (business-as-usual), formal (top-down), strategic institutional change	Quantitative approach to involvement Top-down initiatives Professionals provide leadership and training Limited stakeholder dialogue	Flexibility to adapt between old ways of working and new ways, formal and informal Engage values in new ways of working Value in the process as well as the outcome	Qualitative capacity building approach to involvement Empowerment at all levels for innovation and improvement Co-production representing diversity of perspectives Examples of innovation and agility
Institutions hard to change; need for change not recognised; reproduction of existing (or slightly modified patterns)	Silo or centralised roles and responsibilities Limited ability to deal with Volatility, Uncertainty, Complexity, Ambiguity (VUCA) Work to earn mentality	Realisation of potential of individuals and alignment with values Experimentation and learning from failure Sharing lessons Encouraging "joy in work and learning", contribution to quality of life	Decentralised roles and responsibilities Evidence of systems thinking Multi-stakeholder collaboration to contribute to local/global quality of life
Integration not possible, too unwieldly	Individual/team/ organisation-driven approach (rather than collective endeavour with different roles)	Valuing multiple contributions to achieve WFG Act through collaboration with individuals, across teams and organisations.	Holistic or saturated approach with inter-sector integration
Policy implementation imposed in addition to existing demands	Tick-box approach Conventional accounting Token use of holistic indicators and single source data Focus on short-term goals	Part of a learning organisation Empowering staff to contribute to improvements in all areas; preventing issues arising by identifying source of problems and proposing multi-stakeholder solutions	Values-oriented approach Policy implementation embedded in full range of existing and new policy tools and communications Collaborative development of new holistic measures Adoption of preventative measures (HiAP)

The literature reveals several potential areas of inspiration, support or possible collaboration for prevention in practice, which provide examples of creative and transformative approaches to prevention. Smith et al. (2017) proposed that the Transition Network (with regional representation in Wales) may be able to collaborate to reduce pressure on public services.

> "Transition is characterised by people self-organising to address local challenges with benefits arising from both the outcomes and the process of the project." (Smith et al. 2017: 841).

Smith et al. (2017) claimed that the "...new ways of thinking and acting to develop greater 'community intelligence'....", which characterise Transition Projects in diverse areas such as food, transport, energy and alternative currency, also offer mechanisms for public service collaborations, reframing change, preventing disease, improving staff well-being and increasing local economic resilience.

Another example of prevention practice is Canada's wide-ranging healthcare reform since the 1990s motivated

by cost reductions and accompanied by experimental approaches to prevent the need for healthcare (Barr 2012). The national network of "Healthy Communities", local coalitions of paid staff and volunteer stakeholders focused on capacity building and empowerment to influence public policy using five "key building blocks":

- asset-based community development (to mobilise a community to identify and use its assets to solve problems and improve quality of life and health outcomes);
- healthy public policy (Health in All Policies approach, see page 19 below);
- community/citizen engagement;
- political commitment;
- multi-sector partnerships.

Sasseville and Martineau (2012) reviewed the Healthy Communities initiatives in Canada, detailing 16 regional studies. They identified conditions for successful practice (2012:159) which had at their heart prevention for well-being and exemplified prevention, long-term thinking, collaboration, inclusion and integration. For this reason, the Canadian experience could be a promising influence on WFG Act implementation across all public bodies.

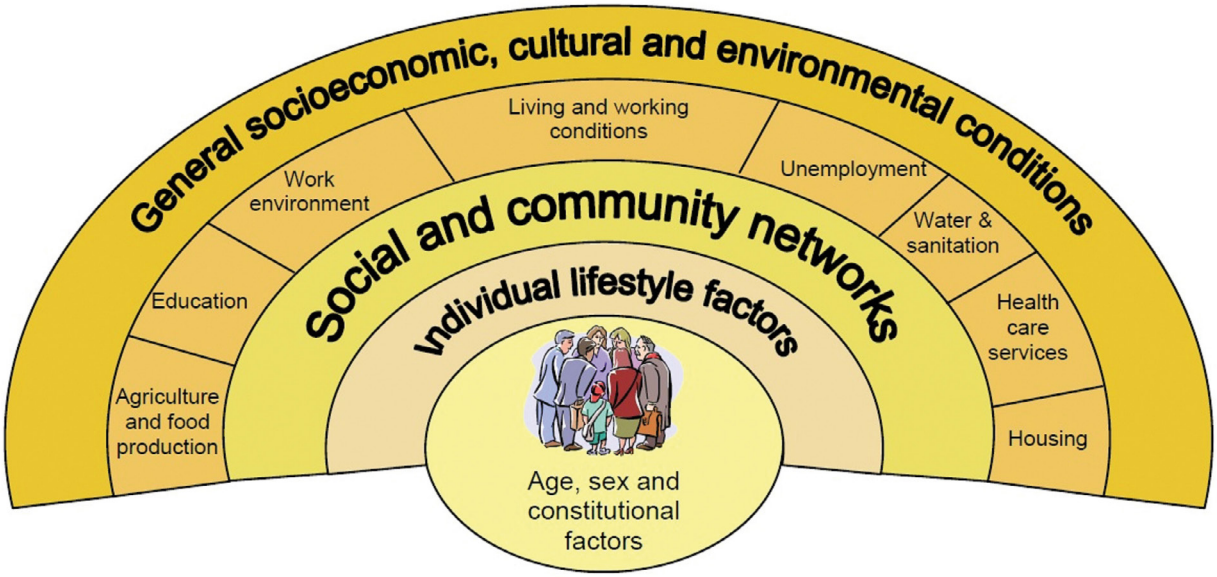
Table 8 below summarises the conditions for success and identifies lessons public bodies may apply.

Table 8: Conditions for successful asset-based community development (adapted from Sasseville and Martineau 2012:159-162).

Conditions for success	Lessons public bodies can apply
Distributed Leadership From all levels and demonstrated in mechanisms	Networking internally and externally to understand opportunities for collaboration on prevention
	Experimenting and practicing
	Sharing case studies and disseminating lessons and weaknesses with others
	Supporting and being supported by key stakeholders at the individual, team and organisation levels
	Communicating clearly and consistently key agreed messages
Adapt to context Align new goals by adapting existing objectives	Aligning existing objectives and performance measures
	Transparency over existing realities (financial, staffing, commitments over time etc.)
	Sharing data on local context
	Meeting existing expectations, transitioning to new goals and ways of working, adapting governance models, embedding in core processes
Commitment Visible support of elected officials, decision-makers and influencers throughout stakeholder web.	Demonstrating multi-layer support via communications/ presence; access to resources/expertise; decisions/policy amendments
Coordinating structures and mechanisms. Also best placed for capacity building and communication activities. Demonstrating ways of working. Charting long-term impact.	Indicating "one-stop shop" responsible for coordination: advice, support, acknowledgement; data for well-being goals which covers social, environmental, economic indicator development
Global vision and local delivery	Publishing and embedding delivery, adoption of policies, embedding in SMART milestones, new indicators and actions
Involvement reflective of diversity (logistical/ accessibility and capacity building support)	Representatives from wide range of stakeholders (vertical and horizontal); support for involvement of civil society/service users; collaborative delivery; long-term relationships
Evaluation (and celebration)	Regular inclusive self-evaluation; sharing of self-reflection, review and learning; cyclical independent review and recommendations

Other research has identified a number of challenges to public sector collaboration for prevention activities in health and education. Many of these focus around the social determinants of health first posited by Dalhgren and Whitehead (1991) and reproduced in **Figure 4** below, which showed how the activities of all public bodies contributes to the health of the population and which called for prevention to be at the heart of all activities and led to the Health in All Policies approach adopted by the WFG Act. The premise behind Health in All Policies is that prevention downstream of symptoms (as well as upstream) will enable a more cost-effective approach which supports well-being. This is similar to environmental policy start-of-pipe solutions rather than end-of-pipe activities after pollution incidents have occured. In environmental studies this has led to the emergence of cradle-to-cradle (McDonough and Braungart 2003) approaches for the design of products and services referred to as the Circular Economy.

Figure 4: Social Determinants of Health (Dalhgren and Whitehead 1991)
A concept acknowledging that living conditions (for example income, education, housing, working conditions) as well as culture, values and environmental conditions (access to nature, fresh air and clean have a direct impact on distribution of health between individuals and communities.



The Association of American Health Centers (AAHC) conducted research identifying the challenges of engaging in preventative activities which are summarised in **Table 9** below, along with lessons public bodies may consider applying

Table 9: Challenges of cross-sector collaboration for prevention (adapted from AAHC 2015)

Challenges of cross-sector collaboration for prevention	Lessons public bodies can apply
Poverty - increases disparities across all public services Funding sources - distinction between: CAUSE (funding for prevention and proactive planning such as housing, transport, social services, green space) and EFFECT (funding for treatments, reactive to problems such as health and social care) All count towards GDP when in fact the former are a negative Silo responsibilities, resources and decision-making and consideration of impacts of investment decisions	A Health in All Policies (HiAP) approach enables collaborative solutions to tackle the complex and inter-connected nature of public service provision, their long-term impacts and allows a focus on prevention and inclusion of Whole Life Costs of investment decisions, across time and across sectors Cross-functional planning and funding processes
Lack of community infrastructure to support well-being	An holistic focus - encompasses affordable decent housing, access to fresh local produce, renewable energy, clean transport or active travel, education, safe environments, meaningful work, strong community
Erosion of status and funding of public services	New role and focus for public services - as proactive and preventative activities to support well-being goals
Irregular contemporary updates for accreditation bodies and professional standards, education and training curricula	Updates to professional body standards to encourage "disruptive innovation to support a paradigm shift"(AAHC 2015:10), taking into account the social determinants of health and aligning with WFG Act goals
Lack of workforce diversity – cross-sector collaborations and prevention expertise, training and practice	A workforce reflective of the population it serves - demonstrating equity, skills in systems thinking, cross-sectoral delivery and long-term, preventative measures
Cultural and generational challenges	Ensuring cross-generational and multi-cultural collaboration
Data and information on social determinants – evidence base for upstream impacts to support prevention focus	Contributing to the 46 Key Performance Indicators for the WFG Act goals - intended to show impacts to support multi-sector collaboration for prevention
Myths - that healthcare determines health "as opposed to personal choice, lifestyle, environment and prevention" which encompass a range of public services (AAHC 2015)	Clearly stated responsibility for well-being at individual and societal level Support for healthy informed and motivated communities Access to health supporting infrastructure Collaboration with public service providers
Lack of education and research - to encourage focus on social determinants of health and collaboration for prevention and well-being	Encourage curriculum changes to include social determinants of health, future trends and skills, impact of public services on health

A recent evaluation (Bown et al. 2017) of a Welsh asset-based approach to health and social care (community led support) found that policy implementation was most successful when using a "test and learn" approach. Such an approach aimed to be financially sustainable, fully integrated, involving all key stakeholders and with a long-term and preventative focus reflecting the WFG Act. The evaluation identified seven positive implementation characteristics for change which are described in **Table 10** below.

Table 10: Positive implementation characteristics (Bown et al. 2017:13)

At its best, change is…	Well-being of Future Generations Act Assessment
Flexible and emergent - underpinned by a clear vision	WFG Act is clear on the seven well-being goals and five ways of working to achieve them, but is not prescriptive – individual public bodies can develop their own implementation plans
Informed by a collective understanding of important contextual characteristics of the local area	Public bodies are best placed to understand the context in which they operate and data available
Inclusive, values and trusts the contributions of front-line staff, partners and communities	"Involvement" and "collaboration" are two of the five ways of working
Relies on peer-to-peer learning	There is the opportunity to learn within the organisation and also between organisations
Showcases and celebrates excellent practice, providing a good news story	Communication of and building on what works well in current practice is part of an asset-based or strength-based or Appreciative Inquiry approach
Avoids process-heavy project management approaches – retaining flexibility and responsiveness	WFG Act implementation is not simply a project, it is about new ways of thinking and doing to deliver collective good
Shaped by leaders who are confident enough to relax control (distributed leadership)	Leaders are an essential element of WFG Act implementation and can come from the traditional hierarchy as well as any level of the organisation.

Health in All Policies (HiAP) is a classic example of prevention attempts in public policy, formally requiring public policies across all sectors to integrate the health implications of long-term and structural policies to ensure positive contribution to public health and avoidance of harmful health impacts and health inequality (WHO 2013). Wing (2016) identified that epidemiological studies have traditionally focused on ill health and finding the causes, when a more promising and practically useful approach is refocusing on '(good) health' and the environmental factors which support health such as:

> "... affordable and nutritious food, clean air and water, safe housing, transportation, educational opportunities, safe jobs that provide adequate income, and so forth..." (Wing 2016:105)

Wing (2016) pointed to the value of the 'environmental justice movement' in highlighting the economic and demographic characteristics of the location of unhealthy infrastructure and the true costs in terms of sickness, lost productivity and increased inequities.

Guglielmin et al. (2018) reviewed 23 academic and four government documents on global HiAP implementation. Sources dated from 2002 to 2016 and covered 14 countries (primarily North America and Europe). Guglielmin et al. (2018) pointed to HiAP's emergence as a research field with a limited literature and although they indicated the importance of local context, their findings appeared consistent across the literature (and 14 countries). They identified the following policy implementation themes which are presented in **Table 11** below, along with lessons public bodies may consider applying.

Table 11: Lessons from Health in All Policies implementation (Guglielmin et al. 2018)

HiAP implementation themes (80 articles across 14 countries)	**Lessons for Well-being of Future Generations Act implementation**
Contextual factors at the local level (All 27)	Local context is critical to support implementation: for instance size; capacity of; co-location of executive decision-makers
Use of Health Impact Assessments (10)	Dependent on political support, training, collaboration with academic/public health institutions HiAP raises awareness with non-health colleagues of benefits of prevention and as a mechanism to aid decision-making
National leadership (9)	National leadership can both support and limit. Goals must be well understood by leadership, supported and guidance provided Must be shared belief in feasibility of implementation Finland and Norway impose legal obligations. Sweden does not and has been less successful in HiAP
Local leadership and dedicated staff (9)	Local champions essential - Norway employs dedicated champions – public health coordinators on local projects - full-time staff and those in proximity to executive most successful Provide concrete models, tools, support materials and strong guidance, training, performance incentives, clarity on benefits
Funding (8)	Specifically earmarked funding for improving social determinants of health (as specific projects or following themes) provides initial incentive for multi-agency focus (rather than general funding)
Establishment of a shared vision across sectors (7)	Communication of win-win opportunities/benefits and specific shared health goals/ targets provides alternative to silo-thinking and doing, tackles perceptions of competing priorities or additional work, potential delays, extra costs – a new outcome focus for collective good
Ownership and accountability (5)	Clarity on roles and responsibilities attached to SMART action plans which can be co-designed generate buy-in and ownership to deliver shared goals - essential
Local health and policy process indicators (5)	Baseline data fits with current ways of working. Where they can be identified new KPIs based on exposure to social determinants of health (SDH) enables targeted shared objectives. Identify indicators at start of HiAP and measure for short, medium and long-term success Timeframes and links between policy and outcome explicit

Table 12 below summarises the key learning from the prevention literature, highlighting lessons for public bodies to apply and weaknesses to avoid.

Table 12: Summary of learning from prevention literature

Key learning – prevention	**Useful lessons for public bodies to apply**	**Weaknesses for public bodies to avoid**	**Authors**
Prevention benefits all in the long-term and requires new indicators and measures	Adopt a HiAP approach and commission Health Impact Assessments, ensure professional standards, accreditation and training for staff and stakeholders is updated to support five ways of working	Avoid ignoring importance of cultural and generational influences on teams and aim for diversity and provide updated education and learning opportunities to all	AAHC (2015) Guglielmin (2018) 80 articles in 14 countries
Committ to transition from deficit-based approach (prescriptive, short-term) to strength or asset-based approach (collaborative, long-term)	Use strength-based approach to embed five ways of working Provide support for creative and transformative alternatives and a test and learn or safe-to-fail environment	Avoid problem-focused approach instead start to effect long-term change	Baker et al. (1997) Hands (2009) Lietz (2009) Kretzman & McKnight (1993) Bown et al. (2017) Leeds Beckett (2016) Kings Fund (2016)
Third setor networks may reduce pressure and enable different ways to achieve goals	Prioritise networks to foster collaboration and develop community intelligence in support of prevention	Avoid silo approach to service provision, instead pool resources	Smith et al. (2017) Sasseville and Martineau (2012) (reviewed 16 regional studies)

Key learning – prevention	Useful lessons for public bodies to apply	Weaknesses for public bodies to avoid	Authors
Use data to demonstrate need to apply the Precautionary Principle	Implement the Precautionary Principle at the local level by asking about unintentional negative impacts from stakeholders	Avoid short-term pressures and in paralell support transition and long-term activities	UNEP (1992) Garnett and Parsons (2017) (reviewed 15 pieces of legislation or judicial decisions)
Social Determinants of Health are relevant to all public bodies for prevention	Data share to show impacts of public body actions on population. Commission Health Impact Assessments and act on recommendations	Avoid traditional indicators of progress and support cross-organisational well-being indicators	Barr (2012) Dahlgren & Whitehead (1991)
Prevention is a matter of social justice - well-being and healthy infrastructure correlate	Focus on good health and determinants and ensuring these are applied as minimum standard	Avoid indicators which do not show causes of inequalities	Wing (2016) WHO (2013) AAHC (2015)

To summarise, the principle of prevention is best exemplified through the Precautionary Principle (UNEP 1992) which requires the burden of proof to be placed on evidencing safety and taking precautionary measures to avoid harm. However, it has been inconsistently utilised over the last 25 years predominantly in planning impact assessments (Garnett and Parsons 2017). It finds its roots in indigenous wisdom to do "nothing to harm the next seven generations" (Clarkson et al. 1992). Prevention in various realms of healthcare has focused on a deficit or problem-focused approach shown to be limited in effectiveness. In contrast, an emerging asset or strengths-based approach utilises systems thinking, participatory practices and collaboration (Leeds Beckett 2016). Changes to support prevention in practice included inclusive participatory design and delivery, distributed leadership and clear communications on vision and best practice (Bown et al. 2017). Transition Network was identified as a potential collaborator for public bodies in the UK (Smith et al. 2017:841). Lessons from Canada (Sasseville and Martineau 2012) were echoed in the United States (AAHC 2015) pointing to the need for a Health in All Policies (HiAP) approach based on the social determinants of health (Dahgren and Whitehead 1991). Effective implementation is evidenced by new combinations of data with long-term, holistic well-being goals in mind, which should also enter education, professional accreditation and training curricula and be embedded in planning, budgeting, funding and delivery of prevention activities, by teams who reflect generational and cultural diversity and involve interested parties. The use of evidence to clarify the social determinants of health shows the need for public body collaboration to both prevent new problems and reduce existing ones. As a relatively new field of research HiAP requires leadership and collaboration (Guglielmin 2018) and a "..refocusing on (good) health and the environmental factors which support health.." (Wing 2016). In summary the review of the literature shows that the principle of prevention can be seen as fundamental to sustainable development.

Integration literature learning

Considering how the public body's well-being objectives may impact upon each of the well-being goals, on their other objectives, or on the objectives of other public bodies.

The third of the five ways of working is the principle of integration which is explored in this section. Policy integration into the day-to-day working of all public bodies is a principle aim of the WFG Act. This may mean adapting institutional structures, activities and goals to align with the WFG Act well-being goals and facilitating the implementation of the five ways of working. Focusing on the different aspects of policy implementation, Candel and Biesbroek (2016) identified four dimensions emerging from the wider integration literature summarised in **Table 13** below which shows the extent of policy integration from high to low and the sorts of activities teams and organisations might undertake as policy integration becomes greater.

Table 13: Low to high policy integration (adapted from Candel and Biesbroek 2016:218-224)

Dimension	Indicator	Low policy integration ↵ ↳ High policy integration				WFG Act Aspiration
Policy frame **– how problems are perceived and articulated in an organisation**	Extent of collaborative solutions to complex societal issues	Teams and departments act independently of one another, with no recognition of common purpose and no attempt to integrate work	There is no strong push to integrate work by different teams and departments in the organisation, but there is awareness that different outputs shape the realisation of the WFG Act goals	Increased awareness of cross-cutting nature of the WFG Act goals and emerging attempts to coordinate work in a coherent way.	Teams and departments work through a shared, holistic approach towards securing the WFG Act goals	The holistic character of the WFG Act is emphasised from the outset. While a top-down approach is useful in shaping strategy, it is matched by bottom- up collaborations making real change across functions of which all staff are proud
Policy goals **– visible organisational commitments in objectives, team plans and individual appraisals**	Evidence of embedding well-being goals in policy, deliverables and budgets	WFG Act goals are only embedded (with no or low coherence) in the aims of the team responsible for implementing them	The WFG Act goals are adopted by one or more additional teams/departments and an awareness of mutual concerns emerges	An increasing number of teams/ departments embed the WFG Act into their aims and they develop synergies in coordinating coherently towards achieving them	The WFG Act goals are embedded within the aims and purpose of all relevant teams and departments who share overarching organisational objectives	Visible alignment of well-being goals at organisational and team level Different actors evidence their response and develop relevant indicators
Policy instruments **– embedding in tools and processes**	Staff using or developing procedural instruments such as planning checklists, progress indicators	No consistent WFG Act-related procedural instruments	Some sharing of procedures and instruments	A number of procedural instruments that facilitate team and departmental joint action. Increased consistency and integration between teams and departments to deliver WFG Act	Comprehensive and consistent system of procedural instruments at team and department level and structures that coordinate and monitor team efforts	Enabling the autonomy of teams and departments facilitates implementation of the WFG Act and allows identification of immediate actions to lead to interim milestones and long-term delivery of well-being goals
Subsystem **– involvement of teams** (or departments)	Extent to which teams or departments work together towards achieving the WFG Act goals	One team or department in the organisation is responsible for achieving the WFG Act goals and no other teams or individuals are involved in the Process	Other areas of the organisation support the team that has overall responsibility for the WFG Act	Awareness of the cross-cutting nature of the WFG Act goals. Responsibility is shared across teams or departments which collectively have formal responsibility for realising them	All relevant teams develop ideas and practices on how to achieve the WFG Act goals and there is a high level of interaction and coordination between them	Teams and departments are proactive in collaborating with each other and extend collaboration across other public bodies and thrid sector organisations

Five different strategies used in the process of policy integration were identified in a literature review of 140 country-based climate adaptation policies carried out by Runhaar et al. (2017):

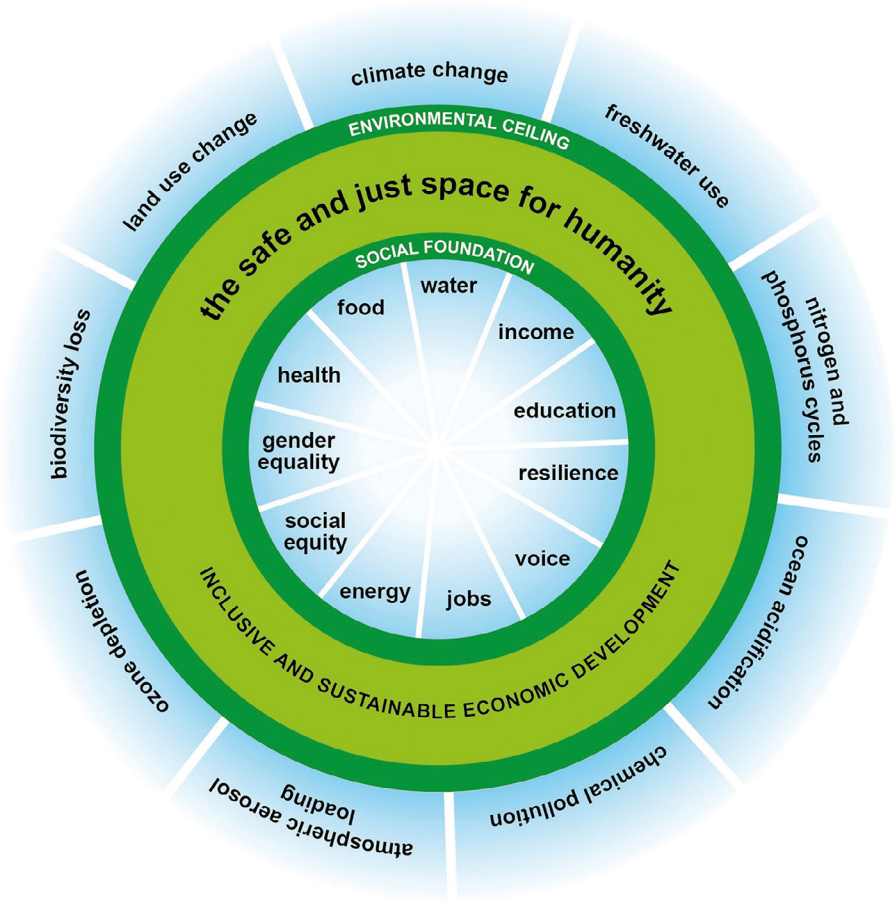
- **Programmatic mainstreaming**: the modification of work - integration into daily operations, projects or programmes;
- **Managerial mainstreaming**: the modification of structures (managerial and working) both formal (job descriptions, configuration of departments, personnel and financial assets) and informal (norms and culture);
- **Intra- and inter-organisational mainstreaming**: promotion of collaboration and networking to generate shared understandings and knowledge, develop competences and steer collective effort;
- **Regulatory mainstreaming**: modification of planning strategies and frameworks, regulations, policies, legislation, and related instruments;
- **Directed mainstreaming**: high level redirection of objectives by providing topic-specific funding, promoting new projects, supporting staff education or directing responsibilities. (Runhaar 2017:2)

The factors influencing the choice of strategies included: political, organisational, cognitive, particular characteristics of the policy and resource and timing. This reflected the policy implementation factors identified by Howes et al. (2017) and Ryan (2015). However, in spite of different contexts, no case study adopted a single-strategy approach, all adopted multiple strategies. The most widely used strategy was a regulatory one which the WFG Act represents, being a legal duty (selected by 86% of cases), followed by a managerial one as implementation requires embedding in all processes (selected by 73% of cases).

Gauri and Gloppen (2012) argued that the process of integration aims ultimately to generate a social and cultural shift through the forging of a "rights consciousness" within broader society, but especially within marginalised categories of people whom the provisions of the WFG Act aim to empower (Gauri and Gloppen 2012:494-496). This requires creating not only a "rights consciousness" but a "future consciousness" to enable transformative change, which in turn requires an understanding of the impacts of contemporary activities. The Story of Stuff (Leonard 2007) provided an entry point into understanding the recent historical complexities and interconnections of the world in which we live, as well as our ability to challenge existing norms and make small changes at the individual and system level which create a thriving society now and in the future. Entrenching new social practices and cultures congruent with the well-being goals of the WFG Act means that public bodies, NGOs and community groups in collaboration can effect social change The WFG Act represents an opportunity for coordinated efforts of state and non-governmental actors to deliver on an ambitious vision which every country in the world would like to achieve.

In 2012, Raworth (2012) reframed economic development to make explicit the inter-connectedness and impacts of policy actions on humanity over time. Her model integrated both planetary boundaries - as defined by Rockström et al. (2009) - and social boundaries - also evidenced in the UN Sustainable Development Goals (UN 2015). Her resulting "doughnut economics" model, reproduced in **Figure 5** below, clarified the complex interplay and impacts between planetary and social boundaries across the different sectors of society. The value of this important piece of work lies in enabling public bodies to understand that the sum of all policy actions must take place within the green ring of "the safe and just space for humanity". The most recent scientific evidence on climate change (IPCC 2018) and the state of the planet's wildlife, also an indicator of social and environmental impact (WWF 2018) points to surpassing the "safe and just space". This has lead for repeated calls for integrated, collaborative actions across all areas of policy to prevent further compromise to the inter-connected planetary and social boundaries now and in the long-term whilst working to alleviate the impacts of those existing compromises.

Figure 5: Doughnut Economics (Raworth 2012)



WFG Act implementation might usefully be inspired by Elkington et al.'s (2016) account of the business world:

> "Integration, here, means that by succeeding as a business, a company creates restorative value for society and the environment, while seeking to eliminate any activities that undermine our ability to thrive both today and into the future. It also means an active consideration of how system level operating conditions can be changed for the better." (Elkington et al. 2016:24)

The scope of human rights and social justice movements has broadened globally to encompass a convergence of environmental concerns, often the result of resource exploitation, displacement of communities and disproportionate negative impact on already deprived communities, leading to further injustice and conflict at varying levels. Agyeman (2016) reviewed environmental justice in the United States and pointed to recent events such as water quality in Flint and Hurricane Katerina where social justice movements have formed in the absence of appropriate responses from Government.

Motivated by the desire to protect and respect other human beings, there has been much experimenting and learning from failure, continuous adaptation, agility and flexibility at both the individual (Nixon 2015) and business level. Where businesses experience continued success when embedding sustainability, they often share case studies and strategies focusing on the new ways of working they have experimented with. Laloux (2014) referred to these organisations as being informed by "the next stage in human consciousness" beyond financial success and pointed to the limitations of current organisational models. He interviewed "pioneer organisations" adopting new models of business, such as Buurtzorg, the Dutch nurse-led holistic care provider. Other businesses such as Interface Flooring (Anderson and White 2009) or Patagonia (Chouinard 2005) or companies ranging from the Guardian newspaper, Marks and Spencer or Royal Mail (Fetzer and Aaron 2010) have shared their adoption of sustainability in the design and delivery of their business model. As new ways of working emerge they are developed into "theories of change" or stories such as Marks and Spencer's Plan A or Unilever's Sustainable Living approach (Sigwatch 2018) which others can replicate and further develop. These stories are beneficial as they exemplify the five ways of working and share different approaches to integration across existing structures, often with unexpected positive consequences as well as the potential to learn from failure and understand that any transformation is an iterative process.

Drawing on what has gone before, the Manifesto for Transformative Social Innovation (TSI 2017), developed by a European funded academic research project, defined transformative social innovation as:

> "Challenging, altering and replacing our dominant ways of doing, thinking and organising…" (TSI 2017:1)

The Manifesto brought together 13 principles of transformative social innovation which could usefully support the implementation of the WFG Act and which some believe can offer support for tackling complex "wicked problems" which require new ways of working represented by the five ways of working. (Wicks and Jamieson 2014) **Table 14** below reproduces the 13 principles.

Table 14: Manifesto for Transformative Social Innovation (TSI 2017)

1. Physical and mental space for learning and experimentation is a necessary condition
2. We require alternative and diverse economies
3. Innovation is just as much about shaping the new as it is about reframing the old
4. We need to experiment with alternative social relations and relational values
5. Social & material change are intertwined: we need both social & technological innovation
6. Transformative change requires hybrid combinations of civil society, state and market
7. Social innovation should never be an excuse to dismantle necessary public services
8. Translocal empowerment is a promising response to the challenges of globalisation
9. Social innovation is about fostering a sense of belonging, autonomy and competence
10. Transparent and inclusive decision-making is a necessary condition for change
11. Alternative and diverse narratives are needed to drive change
12. More mutual recognition and strategic collaboration is needed
13. Embracing paradoxes is key to transformative social innovation

An example of broad policy integration in a public sector body is the requirement for Sustainability and Transformation (ST) Plans delivered by 44 ST Partnerships, across England made up of the NHS, Clinical Commissioning Groups, Primary Care groups and Local Authorities. These are currently the main mechanism to deliver the 2014 NHS Five Year Forward View (NHS 2014), a collective vision to close the widening gaps in the health of the population, quality of care and funding of services and to achieve the aim of financial sustainability. They have rightly been viewed as part of an efficiency drive (Pickett 2017). They may offer some useful lessons for the WFG Act in terms of policy integration as they integrate health and social care services to focus on place-based care through partnerships with multiple stakeholders (though there has been criticism of transparency and concerns over the lack of involvement of staff and public caused by tight turnaround times). Areas with a history of collaborative working, have managed better (Kings Fund 2016) and been among the first eight accountable care systems[1], announced in June 2017 and launched in 2018/19. They cover 7 million people and a £450 million "transformation programme" fund to 2021. A review of all the plans is beyond the scope of this literature review and a comprehensive review of the "transformation programme" has yet to be published. **Table 15** below highlights the underpinning principles from the 5YFV and compares these to the WFG Act.

Table 15: NHS Five Year Forward View underpinning principles and WFG Act comparison

Underpinning principles from NHS Five Year Forward Plan 2014	Well-being of Future Generations Act 2015
Distinguishing ends from means – so the focus remains on keeping people healthier for longer rather than reorganisation for its own sake	The WFG Act goals have a clear focus on collective good now and in the future, the five ways of working aim to bring about organisational ways of thinking and doing which contribute to achieving the goals.
Evolution not big bang	Long-term outcomes require immediate action and long-term measuring and monitoring.
Not a one size fits all approach	The WFG Act is not prescriptive and allows public bodies to tailor to their own context.
Co-production with patients and other local stakeholders	Involvement and collaboration as ways of working will include co-creation and co-production so that all voices contribute and feel ownership of solutions.
Support energy and leadership from wherever it exists	Distributed leadership includes traditional hierarchical leadership alongside leadership at the team and individual level.

Implementation of the WFG Act takes place within the context of public sector reform, a "complex, multi-level, dynamic process" (O'Flynn 2015:19), described as "deliberate changes to the structures and process of public sector organisations" (O'Flynn 2015:19). In a literature review completed for the Organisation for Economic Co-operation and Development (OECD), reviewing public sector governance reforms between 2001 to 2011, Scott (2011) identified obstacles, some of which the WFG Act may have encountered and addressed on its route to becoming an Act including: political dynamics and willingness to change, ownership, suitable diagnostic tools and management information, short-term approaches, an overarching framework, a "theory of change". The implementation challenges which Scott (2011) identified included: political commitment, state capacity, stakeholder engagement, organisational culture, timing and sequencing, acceptability and political volatility. Most of the obstacles to reform identified by Scott (2011) were also found by Repucci (2014) in a literature review of public sector reforms implemented worldwide since the 1980s and mirrored by Okma and Crivelli (2014), who analysed health care reforms implemented in Israel, the Netherlands, New Zealand, Singapore, Switzerland and Taiwan in the 1980s and 1990s and Shannon (2017), who explored health care reforms in Tasmania.

All studies pointed to the need to understand local context including current values and culture, capacity level and resources, opinion leaders and key stakeholders, previous and under-way changes, power systems, challenges, opportunities, potential champions, formal and informal communication flows and information management. Integration can be viewed as a desirable outcome of the five ways of working as well as part of the approach to achieving this. For instance, the Welsh approach to preserving a diverse cultural and linguistic heritage in the WFG Act is an example of integration, in a similar way to that adopted by Quebec, based on the belief that "a society's long-term viability depends on four inextricable dimensions: environmental responsibility, economic grounds, social equity, and cultural vitality." (Editeur Official du Quebec 2018)

The review of the literature suggests that the process of integration is itself iterative and holistic and that new ways of thinking and doing are both required and are emerging. **Table 16** below summarises the key learning from the integration literature, highlighting for public bodies useful lessons to apply and weaknesses to avoid.

Table 16: Summary of learning from integration literature

Key learning - integration	Useful lessons for public bodies to apply	Weaknesses for public bodies to avoid	Authors
Policy integration is always visible in: -policy -goals -instruments -teams/departments	High integration means visibility in: -institutional communications -institutional objectives and plans -institutional performance indicators and appraisals -collaboration for delivery internally and across organisations	Avoid a lack of coherence between organisational and team objectives and WFG Act goals, instead integrate fully	Candel & Biesbroek (2016)
Combinations work well: Programmatic – in projects/ work Managerial – in structures Intra- and inter-organisational – in collaborative partnerships Regulatory – in law/policy/ regulation Directed - compliance	Multi-pronged approaches have been shown to be the most successful	Avoid focusing on one way to achieve integration, instead use a combination of approaches	Runhaar et al. (2017) (reviewed 87 papers and 140 country cases)
Facilitate integration across all stakeholder roles in an iterative and incremental process over time. (Not a one-shot effort)	Communication aligned with the well-being goals is essential to ensure understanding of need for immediate action, continuing action to achieve short and medium-term milestones and long-term goals There is no "one size fits all" model	Avoid teams working in isolation, instead raise awareness of cross-cutting goals beyond usual organisational boundaries	Gauri & Gloppen (2012); Crawford & Andreassen (2015) Repucci 2014 Okma & Crivelli 2014
Create restorative value for peoope and the environment we depend upon encouraging rights and future consciousness	New business models, require leaders to learn to think in an integrated or whole systems way (combining economic, social, environmental and cultural aspects); Holistic consideration of the WFG Act goals and how they support each other	Avoid a narrow perspective of what and how to affect change, instead innovate and learn	Elkington et al. (2016) Leonard (2017) UN (2015)

Key learning - integration	Useful lessons for public bodies to apply	Weaknesses for public bodies to avoid	Authors
Incorporate planetary and social boundaries into activities and use measures reflective of human flourishing and well-being	Support staff at all levels to understand the planetary and social boundaries which public bodies must operate within to safeguard the well-being of future generations	Avoid silo decision-making, policy, delivery and monitoring, instead share the challengs of new measures for well-being	Raworth (2012) WWF (2018) IPCC (2018)
Share stories from those who have experimented and learned to inspire and provide practical support for transformative new ways of working that benefit people and planet	Adopt what has worked elsewhere, reach out for support and skills sharing from other organisations to inspire teams and leadership for integration. Entrepreneurial politicians, policy makers, managers and teams can propose and implement major changes (intrapreneurs) aligned with WFG Act goals	Avoid naysaying and learn lessons from past failures	Nixon (2015) Fetzer & Aaron (2010) Chouinard (2005) Anderson & White (2009) Laloux (2014)
Participatory processes increase acceptability, ownership and delivery, leadership can come from any level (distributed leadership)	Promote channels to enhance involvement and build trust for joint-working and enable leadership in developing the case for change, providing encouragement, exerting pressure, reinforcing accountability and empowering employees for mobilisation at all levels	Ensure leaders help avoid the creation of obstacles	Repucci, 2014 Scott, 2011 Okma & Crivelli 2014 Kingsfund (2016)
Good communication is essential - from everyone across the organisation	Involve teams to develop well-defined timelines, risk assessments, and “solution-focused” plans and processes with monitoring and evaluation and two-way communication Empower champions who can communicate in wide spheres of influence	Avoid fragmentation and competing priorities	Shannon 2017 Pickett (2017) NHS (2014)

To summarise, the implementation of the WFG Act takes place in a context of public sector reform and lessons from these include a focus on values, iterative and incremental long-term processes, distributed leadership, good communication, change management and employee support with participatory and collaborative processes both internally and with external stakeholders (Shannon 2017). The NHS Sustainability and Transformation Plans adopt some of these principles though they are in their early days (Pickett 2017). In the literature, integration refers to policy integration or mainstreaming of new policies which may require adapting policy frames, goals, instruments and delivery activities (Candel and Biesbroek 2016). Different methods can be employed though regulatory and managerial approaches are most common (Runhaar et al. 2017). Integration as defined by the WFG Act focuses on how different organisational objectives impact on one another, which is a systems thinking approach which relies on collaboration and cultural change. In the absence of integration, in recent years, social justice and human rights groups have converged with environmental concerns to create social movements calling for integrated solutions (Agyeman 2016). Principles for transformative social innovation are identified (TSI 2017) which may guide public bodies in implementation of the WFG Act.

1 on page 27 The first eight Accountable Care Systems are: Frimley Health including Slough, Surrey Heath and Aldershot; South Yorkshire & Bassetlaw, covering Barnsley, Bassetlew, Doncaster, Rotherham, and Sheffield; Nottinghamshire, with an early focus on Greater Nottingham and Rushcliffe; Blackpool & Fylde Coast with the potential to spread to other parts of the Lancashire and South Cumbria at a later stage; Dorset; Luton, with Milton Keynes and Bedfordshire; Berkshire West, covering Reading, Newbury and Wokingham; and Buckinghamshire.

Collaboration literature learning

Acting in collaboration with any other person (or different parts of the body itself) that could help the body to meet its well-being objectives.

This section explores collaboration. Government policy implementation has been the duty of public bodies and traditionally this has focused on new management structures, new ways of working for staff, new objectives, outputs and outcomes, measured with new targets and indicators. However, in relation to positive rights and collective benefit, which the WFG Act and well-being goals exemply, there has been a shift in the way the notion of "duty-bearer" is understood. Collaboration with other actors is now considered essential for successful realisation of goals for collective benefit. This can be thought of as being both empowering and possibly daunting for other stakeholders (Crawford and Andreassen 2014). Support for collaboration is, therefore, essential, as well as a clear understanding of what collaboration entails.

Magdaleno et al. (2009, 2011) identified four inter-related and mutually reinforcing aspects for successful collaboration, summarised in **Table 17** below.

Table 17: Factors which support collaboration (Magdaleno et al. 2009 and 2011)

Successful collaboration can make use of:	Useful lessons public bodies can apply
Communication	Real time (synchronous) and flexible time (asynchronous) channels for information flow and exchange of ideas
Coordination	Effective organisation of group tasks to ensure delivery, prioritisation, avoid duplication or conflicts
Group memory	Recording and preserving knowledge either formally (via documents or artefacts) or informally (via decisions or ideas)
Awareness	Understanding by all actors involved of the common objectives, the individual's own role and the activities which contribute or need to stop

Randle and Anderson (2017), identified different categories of collaboration in health and social care which can be applied beyond. Their study featured cases studies from Oldham, Coventry and Essex which contained potential lessons for public bodies in Wales, summarised in **Table 18** below.

Table 18: Categories of collaboration (Randle and Anderson 2017)

Categories of collaboration	Useful lessons public bodies can apply
Collaborating citizens	Building authentic relationships with local communities and other organisations and indivual stakeholders Enhancing two-way dialogue between citizens and public services
Collaborating systems	Adapting systems (which are formed of individuals) Supporting inclusion from different cultures and generations
Collaborating services	Engaging partners in the production and delivery process (both public and organisations)
Collaborating places	Facilitating public services, businesses and wider society to work together (rather than in silos)
Collaborating markets	Ensuring collaborative commissioning processes Embedding citizens' voice and a culture of empathy
Collaborating behaviours	Changing behaviour and culture to instil a higher degree of self-reflection Increasing levels of trust amongst and between teams and organisations Working across different cultures or power relationships

The relevance of these categories was emphasised by earlier research carried out by Lowndes and Squires (2012). Looking at a sample of 15 partners from the public, private, voluntary and community sectors in Sheffield, they drew similar conclusions about the need for collaboration in:
– accessing and analysing cross-sector data;
– generating trust between different partners and service users;
– exploring ways to generate a more "vibrant model of civic leadership";
– developing "environments for [people] to flourish" that stimulate agency and engagement (Lowndes and Squires 2012:402-406).

Lowndes and Squires also found that collaboration could stem from:
– an instrumental rationale to enable pooling of resources and ideas;
– enhanced efficiency;
– avoidance of replication;
– sharing of risks and liabilities.

In addition, research carried out on community safety partnerships in the United States suggested:
– a positive correlation between cross-sector collaboration and key social outcomes (Lowndes and Squires 2012: 401).

Collaborative mechanisms identified to support collaboration included meetings, networks or workshops, events and activities that can allow for knowledge transfer and exchange of good practice. The collaborative aspect of organisational learning facilitated sharing of experiences and inter-organisational feedback mechanisms. In addition, the "bottom-up" dimension enabled service users to provide a feedback loop on the effectiveness of implementation and lead to further refinement and strengthening. Three areas identified in particular where collaboration generated positive outcomes were:
– collectively working towards the development of clear guidelines for internal integration of policy;
– collectively developing public communication and engagement strategies (Crawford and Andreassen 2015: 675-677);
– collaborative organisational learning (via feedback/forward) and capacity-building to enhance success of both short-term policy implementation and long-term policy maintenance.

Magdaleno et al. (2009, 2011) identified different levels of maturity to promote collaboration in institutional processes as shown in **Table 19** below. They suggested defining the current and required level of maturity to enable prioritisation and tracking of progress.

Table 19: Levels of maturity for collaboration (Magdaleno et al. 2009 and 2011)

Levels of maturity for collaboration
Ad-hoc collaboration - where people do not act like a group and collaboration happens randomly at individual initiatives
Planned collaboration - where groups, roles and responsibilities are being formalised, communication channels are being defined
Collaboration awareness - where mechanisms that include monitoring and controlling how collaboration occurs are developed
Reflexive collaboration - where processes provide self-understanding and knowledge sharing which is undertaken by all involved and lessons shared for future

Collaboration in supply chain partnering (Boddy et al. 2000) was found to encourage co-operative rather than adversarial behaviour and reinforced the key collaboration elements above (and their interactions). The research additionally identified that the prior context of organisations impacted on behaviour, however when people attempted to co-operate, the context was reconstructed to encourage co-operative behaviour. As people experienced informal co-operation, so they established formal institutions to support further formal co-operation, reflecting the interactive and unpredictable nature of the collaboration process. Success elements for collaboration are summarised in **Table 20** below.

Table 20: Success elements for collaboration (Boddy et al. 2000)

Collaboration success elements
People (employee knowledge, skills, attitudes and objectives)
Business processes (to move materials and information)
Technology (physical facilities, machinery and information systems)
Resources (including financial resources)
Structure (how tasks are divided and co-ordinated, within and between organisations)
Culture (norms, beliefs and underlying values of organisation)
Power (amount and distribution of power)

Downe and Hayden (2016) in their evaluation of collaborative approaches to public service reform for the Welsh Government identified key themes for successful regional collaboration. The report featured five in depth case studies, such as the Western Bay case study which involved three local authorities, the Health Board and third sector partners collaborating to improve health and well-being outcomes for local citizens. The whole initiative was based on 31 projects with meta-analysis of other Welsh Government funded regional collaboration projects. The success factors identified are shown in **Table 21** below and reflect learning from other evaluations (Martin et al. 2013).

Table 21: Success factors for collaboration (Downe and Hayden 2016)

Success factors for collaboration
Distributed leadership – leadership from any level in the organisation
Devolved decision-making
Investment in staff skills and capacity for change management and "a new way of working" (across sectors and professional disciplines
Involvement of the third sector and other key stakeholders
A learning culture
Clarity of outcomes
Action plans to deliver outcomes
Agreed indicators to measure and report on progress

It is argued that leadership to bring together partners and "hold the vision" was vital not only for achieving outcomes but also for embedding the processes to sustain them. In relation to this point Downe and Hayden (2016) concluded:

> "Without this explicit leadership, the evaluation suggests that much of the learning that takes place about collaboration for achieving outcomes will be ad hoc, and tacit, which can happen easily and naturally, but it is fragile as it depends on individuals, is unlikely to be more widely available to other projects and professionals and may not be sustained." (Downe and Hayden 2016:11)

Similarly, the Royal National Institute for the Blind (RNIB) aimed to involve the various layers of eye health services within Public Health, RNIB and local voluntary organisations in order to improve access to eye health in deprived communities across the UK. Evaluation of this process pointed to the importance of leadership, skills and capacity – as well as how to work with local communities – for implementing sustained change. (Hayden 2012, 2013, Leamon et al. 2014)

The Compendium for the Civic Economy (00:/ 2011) reviewed 25 international case studies featuring collaborative co-production and co-investment for collective good outcomes. The authors used the term "civic economy" to highlight the changes brought about through collaborative networks, often accessing latent potential in people and communitieswhich in itself generated positive outcomes. The case studies demonstrated how collaborators were "...embedding new ways of thinking and doing." and that

> "...a positive, optimistic and collaborative culture is the most important platform on which the civic economy can emerge and grow." (00:/ 2011:189) The report also presented a visualisation of how collaboration could work in localities and is reproduced in **Figure 6**. below.

Figure 6: Compendium for the Civic Economy (00:/ 2011)

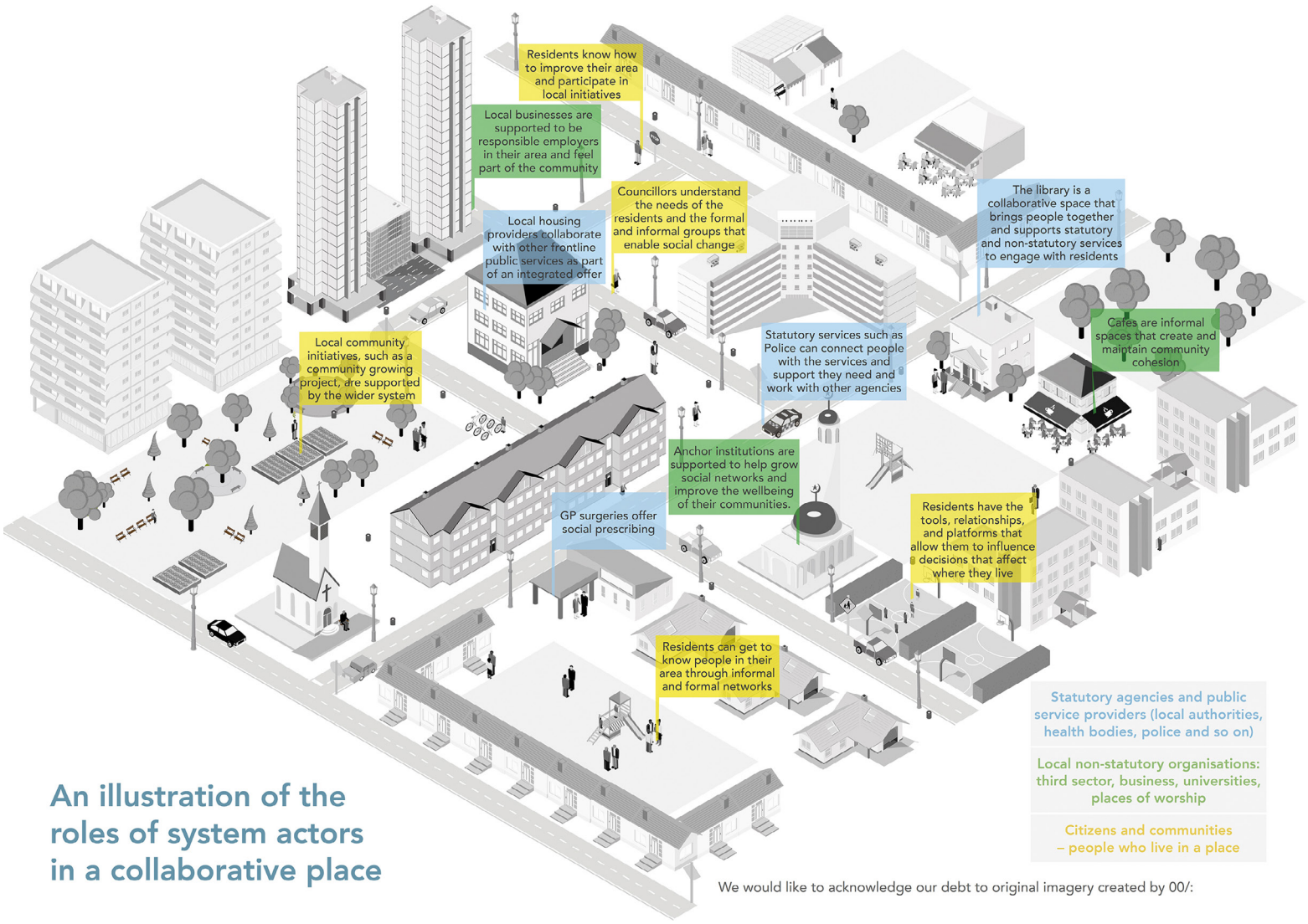


Table 22 below summarises the key learning from the collaboration literature, highlighting for public bodies useful lessons to apply and weaknesses to avoid.

Table 22: Summary of learning from collaboration literature

Key learning – collaboration	Useful lessons for public bodies to apply	Weaknesses for public bodies avoid	Authors
Collaboration enhances outcomes, builds trust and creates environments for people to flourish	Self-assess current collaboration maturity levels - ad-hoc, planned, awareness or reflexive	Avoid assumptions and instead involve staff to identify past or existing areas of strength or best practice and key collaborators	Magdaleno et al. (2009, 2011) Lowndes and Squires (2012)
Collaboration is holistic spanning: citizens, systems, services, places, markets and behaviours	Support discussions on the expected level of collaboration and coordinate actions	Avoid a narrow view of collaboration and highlight benefits to all participants	Randle & Anderson (2017)
Communication and engagement strategies developed collaboratively are more effective	Empower collaborators to feedback and feedforward, acknowledge and include group memory to build trust	Avoid 'usual suspects' by ensuring a diversity of views are represented by collaborators	Crawford and Andreassen (2015)
Prior context influences collaboration and can be reshaped quickly as the benefits of collaboration are experienced	Encourage staff agency to utilise their business processes, technology and contacts for collaborative benefit	Avoid viewing resource constraints as a barrier and instead use collaboration to pool resources and ideas, avoid replication and enhance efficiency	Boddy et al. (2000) Lowndes & Squires (2012)
Leadership skills are critical to effective collaboration	Ensure distributed and explicit leadership, devolved decision-making, building staff skills and capacity, and involvement of third sector	Avoid a short-term view and ensure each opportunity for collaboration builds upon the last to create an incremental process, independent of individuals	Downe & Hayden (2016) 31 projects and 5 in-depth Welsh case studies Hayden (2012, 2013) Leamon et al. (2014) Martin et al. (2013)
Collaboration is emerging in the form of the civic economy	Engage the latent potential in collaborative partners to support well-being goals	Avoid delaying collaboration and instead start now to identify other public bodies, local organisations and civic society to enrol as collaborators	00:/ (2011) 25 international case studies

To summarise, notwithstanding the various drivers for collaboration, whether it be public sector cuts, enhanced efficiency, sharing of risks, pooling of resources or collective good goals (Lowndes and Squires 2012), there are recurring key enablers for collaboration. These include regular, transparent communication with all stakeholders, coordination of activities empowering of full participation by all, understanding of shared objectives and respecting all views and contributions (Magdaleno et al. 2011). Communication in particular is crucial and shown to be more effective if developed involving a full range of stakeholders, including those traditionally marginalised, to make messages relevant to culturally diverse groups (Crawford and Andreassen 2015). All elements of an organisation must learn to collaborate and if necessary redesign, restructure or reconstruct to support collaboration, this includes the systems, services, places, markets and behaviours of key stakeholders who must up-skill to collaborate effectively (Randle and Anderson 2017, Boddy et al. 2000). Local context is critical and can also be reconstructed over time as the benefits of collaboration become apparent. A self-assessment of maturity levels can be used to identify improvements and track progress on learning for collaboration (Magdelano et al. 2009). Leadership development, devolved decision-making, autonomy of stakeholders - which may necessitate capacity building and support - and full involvement of local stakeholders was shown to enhance collaboration outcomes (Downe and Hayden 2016, Hayden 2012).

Involvement literature learning

The importance of involving people with an interest in achieving the well-being goals and ensuring that those people reflect the diversity of the area which the body serves.

The following section focuses on involvement and starts by reviewing involvement historically and in relation to embedding sustainability in policy implementation and in management.

Arnstein (1969) developed a "ladder of participation" ranging from non- participation (manipulation) to tokenism (informing, consultation, placation) to citizen power (partnership, delegated power, citizen control). Sommer (2000) applied involvement principles to community involvement in sustainable urban regeneration and identified eight barriers: understanding of sustainable development; [lack of] familiarity with public participation; credibility and trust [of public bodies undertaking activities]; control over process; proximity of benefits (in time); certainty of benefits; distribution of costs and benefits; structure of benefits with a general desire for immediate benefits (Sommer 2000:489). Ostrom (2008) undertook action research on involving civil society in the design (and extending this to the delivery) of public services, involving a diversity of actors to take collective action on the "commons". The "commons" refers to those resources which humanity is dependent upon and shares, such as water, air, the soil and living ecosystems which regulate the weather and the longer- term climate. Whilst the elements of "citizen power" are much more recognised as the ideal contemporary starting point for involvement, there is still much tokenism. This is evidenced from increasing numbers of disadvantaged and disengaged communities, challenges to the meaningful engagement of minority communities (on the basis of age, race, religion, sexual orientation) and examples of "you said, we did" campaigns aligned with existing strategy and often contradicting scientific evidence or collective good.

Participatory methods have experienced significant developments in particular in urban planning where complex "wicked" issues and competing priorities. Innes (1995) proposed communicative planning theory which focused on specific interactions and communication with key stakeholders to enhance long-term outcomes. In applying this approach more broadly to governance three supporting conditions were highlighted:

- involving a diversity of interests;
- encouraging interdependence of interests;
- facilitating authentic dialogue.

The use of informed, trusted information, shared in dialogue with key interests produced reciprocity, relationships, learning, and creativity which enabled resulting system change and innovation. Distinct from silo-thinking and use of divisive "expert" knowledge to promote a favoured solution, collaborative rationality was suggested to lead to the emergence of new options from a group of diverse interests, which promised resilience. Later work on consensus building evaluation described an ideal involvement process from which the implementation of the WFG Act could draw, such as:

> "A good process would be self-organising, engaging diverse players who learn from one another, experiment with ideas, challenge assumptions and use high-quality information, seeking consensus only after significant effort to satisfy all interests. Desirable outcomes would include high-quality agreements, social and political learning, new networks, and agreed-on knowledge. Second- and third-order outcomes would include changes in practices, and flexible, networked organisations, which improve overall system performance." (Innes 2017:158)

Brunton et al. (2017) reviewed 335 items of literature relating to community engagement in healthcare and concluded that there were two main motivations for involvement:

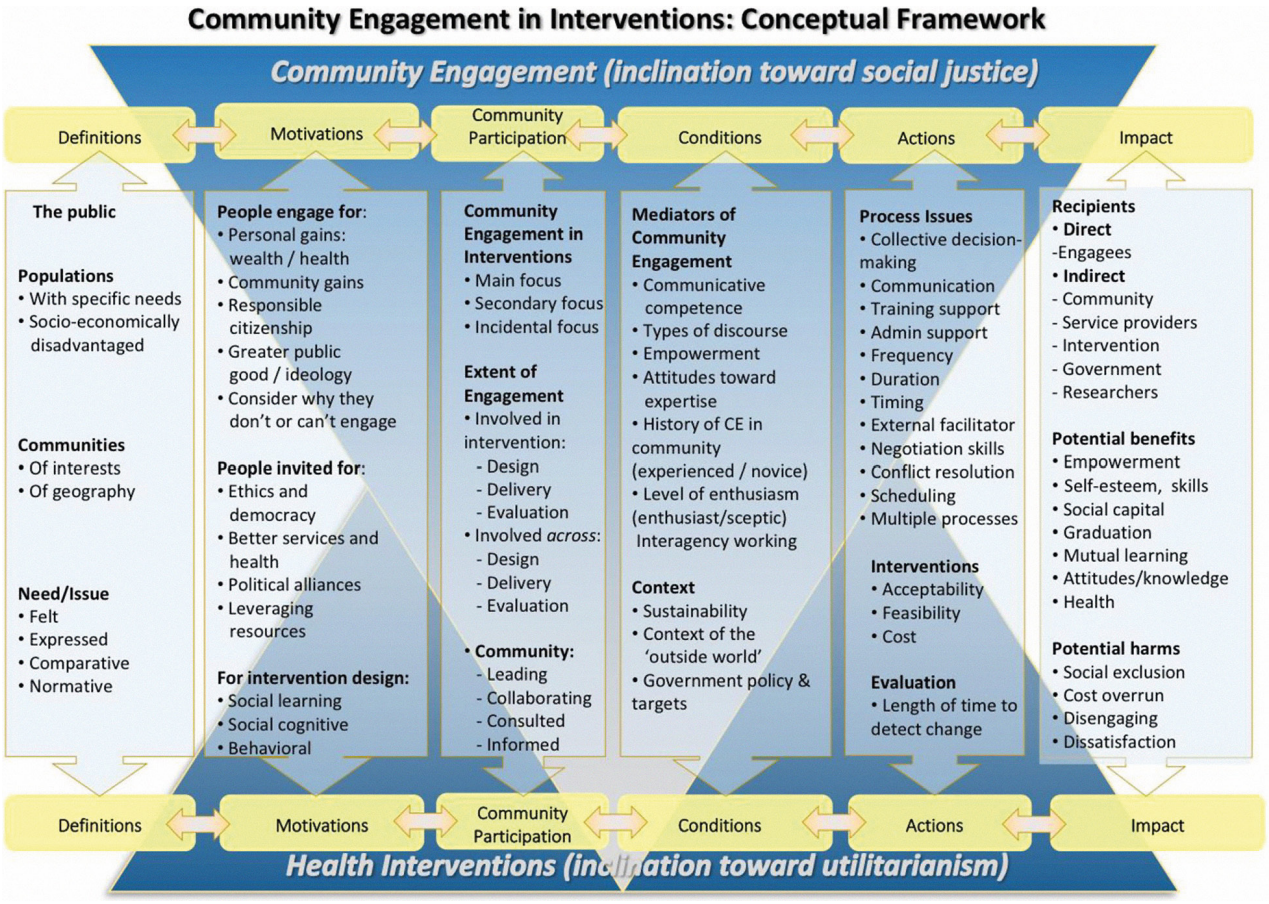
> "...as an independent objective which fits with the social justice and sustainability approach; and as a utilitarian approach to optimally configure health services to achieve defined outcomes (as well as a combination of these)." (Brunton et al. 2017)

Brunton et al. (2017) identified differences in involvement practices including in defining stakeholders; types of participation; conditions and actions necessary for effective engagement; and potential issues influencing impact. However, they identified three key models of effective engagement:

– peer-led delivery;
– varying degrees of collaboration between communities and health services;
– empowerment philosophies.

Their final model is reproduced in **Figure 7** below and reflected the findings of Popay (2006) who had previously demonstrated that service, social and health outcomes are more effective the higher the empowerment and control of stakeholders.

Figure 7: Community engagement in interventions: conceptual framework (Brunton et al. 2017:4)



Underpinning much involvement practice is the relationship between values and implementation success (Furxhi et al. 2016). Management research has emphasised the importance of building on existing values and "what is working now" or "Appreciative Inquiry", to involve stakeholders in embedding new organisational values (Hyde and Williamson 2000) and has proposed that successful organisational change follows value system alignment (Burnes and Jackson 2011). Lowndes et al. (2006) confirmed that public participation varied according to:
– how open and accessible the political system is;
– how valued participation is;
– how active local third sector organisations and civil society are.

In organisations, research on employee involvement in defining organisational values, codes of conduct and processes to encourage the adoption of desired behaviours pointed to a sense of "ownership" as a factor which increased the chances of success for cultural change. (Carroll and Quijada 2004; Haugh and Talwar 2010; Katzenbach et al. 2012; Keene and Fairman 2011) Bryson et al. (2013) synthesised relevant research on public participation processes from more than 250 articles and created "evidence-based design guidelines to help practitioners design better participation processes" (Bryson et al. 2013:23). These are summarised in **Table 23** below and reviewed against the WFG Act. They pointed to the need to ensure:
– fit to context;
– transparency and clarity on the purpose of engagement and the agreed "rules" of engagement;
– iterative and participative design and re-design of the process, which allowed agility and contemporary relevance with a stronger possibility of mainstreaming into daily delivery practices.

Table 23: Review of guidelines for participation (Bryson et al. 2017) against Well-being of Future Generations Act

- In terms of **context** for involvement, whilst the WFG Act is a legal requirement upon all public bodies, it's implementation represents the opportunity to take a solutions-focused, participatory approach, building towards embedding delivery of the WFG Act and strengthening organisational resilience "by emphasising social and transformative learning; [building] relationships, social capital and trust; and [supporting] sustained engagement" (Bryson et al. 2013:26)
- Involvement should happen on multiple levels which require different evaluative measures reviewed on a cyclical basis. At the organisational level, strategic priorities are set out in the corporate plan and the well-being statement holds a set of objectives. Both of these should be clearly aligned with the WFG Act well-being goals and demonstrate the five ways of working in delivery.
- Involving stakeholders has been shown to improve both process and outcomes. Key managers and senior staff must provide leadership, facilitation and demonstrable understanding of the WFG Act and the five ways of working to enable involvement from all parties. Formally, a communications plan will ensure that staff at all levels are guided in the implementation process, avoid conflicting interpretations and supporting engagement.
- The WFG Act's **legitimacy** rests in the intention that it be implemented in local contexts by public bodies within their strategic priorities.
- **Leadership** at various levels through sponsorship, championing and facilitation roles, must be fulfilled to support the WFG Act. Sponsorship involves those with formal authority, providing supportive policies, funds, and staffing and ensuring impact of outcomes. Champions have informal authority based on their knowledge of daily operations and generate enthusiasm for engagement. Facilitators structure the process, maintain neutrality toward outcomes and help groups work productively together."(Bryson et al. 2013:28)
- A key concern of any policy implementation is competing priorities and failure to engage. In addition, the
- **Involvement process** has potential to build trust and generate innovation for improvements within teams across an organisation.
- **Joint creation and recognition of the "rules"** or terms of involvement allow self-monitoring and encourage all voices to be heard in ways which are owned by the participants.
- **Inclusive processes** can engage diversity productively. Existing power dynamics and probable conflicts should be managed. All voices, alongside "the usual suspects" including those who may not be as comfortable voicing their views in public. For this to be meaningful simple measures to ensure everyone is heard, no single person dominates should be employed, such as individual written thoughts assessed by transparent criteria.
- **Co-production** demonstrates commitment to every voice being equal, though it is unlikely that every voice will be equally able to express itself. Facilitators must be able to ensure that dominant voices allow other voices to be heard; that disagreements are problem-focused not person focused; and that local and professional knowledge is regarded equally. Acknowledging existing power dynamics and operating beyond them leads to higher levels of creativity and the ability to identify "quick wins" which builds new cooperative dynamics.
- **Information, communication and technology** to achieve involvement are essential supporting mechanisms.
- **Evaluation** to support desired outcomes both in terms of the process and the impact can be targeted at different levels such as individual (engagement), group (learning), or organisational (impact). The process itself will have outcomes relating to participant experience (trust/team building).
- The **alignment** of involvement purposes, goals, methods, interactions, steps and resources will support communication, understanding and engagement.

Bernal et al. (2018), argued that individuals only change their values through free-choice and called for "organisational values which align global sustainability with organisational performance", drawing on an ethical-participative approach (Furxhi et al. 2016). They proposed mindfulness as a novel route to implementing sustainability. They piloted an Organisational Presence Model (mindfulness practice) including a Real Dialogue Methodology (based on high levels of trust, stemming from mindfulness practice). Whilst they pointed to the Buddhist precept that "we are all one" which enables transcendence of competition or desire, they endeavoured to keep their research relevant to the organisational context, using it as a bridge to new ways of working. Their findings showed that mindfulness supported delivery of new objectives and these were most successful when:

- values were reflected within objectives;
- values were demonstrated by the key leaders of change (staff across public bodies);
- values were evident within the approach employed to change (the implementation framework).

Similarly, Eisenstien (2011) proposed that humanity is transitioning to a "new story", away from "the story-of-self" and towards "the story-of-the-world". This is also acknowledged in the business world, with values shifting from "me to we; greed to need" and evidenced by the emergence and growth of "prosumerism" (consumer and producer of a product such as energy from domestic renewables) under the collaborative commons (Rifkin 2000). Examples in the music, media and knowledge fields of "prosumerism" are expected to be followed by new ways of providing energy and transport via the internet of things, enabling big data to support local provision. (Rifkin 2000)

It is argued that feedback and feedforward mechanisms are essential to shape the delivery of services in a way that responds to a diversity of needs and that the creation of public fora (both physical and virtual), and regular canvassing of stakeholder opinion are traditional approaches to identification of milestones, areas of success and of concern. It has also been argued that through the nature of their grass-root base, local community organisations are often best positioned to facilitate the process of wider involvement and an initial stage of any policy implementation process focuses on raising awareness amongst the groups involved. This can be achieved via establishing communication and interaction networks, as well as through conferences, workshops, training and capacity building, coaching, or performance- based grants aimed at developing support structures. Information gathering to assess the extent to which different bodies display a capacity for implementation will enable the development of tailored support mechanisms to build capacity which may be delivered as part of internal staff development. The communication and training stages are very important in the process of involvement as are periodical review and adjustment if necessary. (Strehlenert et al. 2015)

An example is the case of Manchester which has been an early adopter of the devolution agenda, (with London, Cornwall, Liverpool City and the North-East region set to follow). Being slightly smaller than Wales (with a population of 2.8 million), it is useful to monitor progress. In March 2016, The Greater Manchester Combined Authority (GMCA), also referred to as "Devo Manc", assumed responsibility for the £6bn health and social care budget and started operating under a single leadership. Devo Manc launched a series of public involvement activities which offer lessons for the WFG Act which can be adapted for varying audiences. A "one communications" approach combined all channels of existing communication from all stakeholder bodies (37 in total), in addition to collaboration with regional outlets. They provided communications and resources for print based, digital, broadcast and physical events, along with incentives for attending involvement activities (GMCA 2016).

Attention should also be paid to not only involving "the usual suspects" and to widening the basis for involvement. An ageing population may feel more empowered to be involved if "rediscovering, re-inventing, re-using, re-vitalizing and translating forgotten, lost or abandoned ways of doing and thinking and organising of the past" is included (TSI 2017:5). Marginalised groups now include the younger generation who are the immediate future generations and special focus on their involvement is recommended.

Applying the principle of involvement in evaluation processes is also important. For instance, the Better Government for Older People Programme evaluation focused on working closely with staff and older people in local sites across the UK to evaluate and learn from the initiative. Gaining the involvement of key stakeholders in a collaborative approach was intended to enhance the long-term impact of the evaluation, rather than be a "one-off" project (Boaz and Hayden 2002).

Table 24 below summarises the key learning from the involvement literature, highlighting lessons to apply or weaknesses to avoid.

Table 24: Summary of learning from involvement literature

Key learning – involvement	Useful lessons for public bodies to apply	Weaknesses for public bodies to avoid	Authors
Involvement varies according to how open and accessible the system is; how valued outcomes are and how active civil society is locally	Involve stakeholders to make involvement more accessible, valued and active	Avoid starting from scratch and celebrate previous involvement activities and outcomes	Bryson et al. (2013) Popay (2006) Lowndes et al. (2006)
Acknowledge level of involvement according to the "ladder of participation", from non-participation to citizen power and co-production	Enable stakeholders to actively participate to design, deliver, monitor and improve services together	Avoid tick-box approach to involvement and instead take a long-term perspective to bulid stakeholder relationships over the long-term	Arnstein (1969) Ostrom (2008)
Barriers to involvement: understanding of issue; trust; proximity of benefits (in time); certainty of benefits; distribution of costs and benefits; desire for immediate benefits	Enable learning through training, development, collaboration and sharing of best practice	Avoid focus on short-term, unsustainable outcomes	Brunton et al. (2017) - reviewed 335 papers Sommer (2000)

Key learning – involvement	Useful lessons for public bodies to apply	Weaknesses for public bodies to avoid	Authors
Stakeholder involvement increases adoption of changes and resulting outcomes	Engage all stakeholders at all levels in involvement work	Avoid single responsibility for involvement – all stakeholders are able to input and seek input from other key stakeholders	Carroll & Quijada (2004); Haugh & Talwar (2010); Katzenbach et al.. 2012); Keene & Fairman (2011)
Mindfulness as a novel route to involving stakeholders and implementing change	Mindfulness supports delivery of new objectives and values	Avoid ignoring impacts of change on staff and stakeholders, instead reflect on this together	Bernal et al. (2018)
Humanity is transitioning toward "the story-of-the-world", moving from "me to we; greed to need"	Stakeholder involvement is part of the new story focusing on collective good	Avoid going at the pace of the slowest, however, communicate to inform and motivate change in all	Eisenstien (2011) Rifkin (2000)
Raise awareness continually through all possible communication networks of involvement opportunities	Agree aligned "one communications" approach by all parties -within organisation and with key stakeholders externally	Avoid no or limited coordination of communications	Strehlenert et al. (2015); GMCA (2016)
Successful change follows value system alignment - involving stakeholders helps to rediscover and reframe activities to reflect contemporary values	Identify current values that support WFG Act and build upon existing values to involve stakeholders in embedding new organisational values	Avoid tick-box involvement processes or perception that involvement takes time and money when in fact it strengthens outcomes and reduces risks	TSI (2017) Furxhi et al. (2016) Hyde & Williamson (2000); Burnes & Jackson (2011)
Meaningful involvement at all stages strengthens outcomes	Involve stakeholders in design, delivery, monitoring and evaluation	Avoid single focus evaluation – use as a way of raising awareness and involving local stakeholders	Boaz & Hayden (2002)
Long-term outcomes are enhanced by involvement	Involve the diversity of interdependent interests and facilitate authentic dialogue (listening and demonstrating listening)	Avoid one way communications, instead practice listening and analysing what lies behind stakeholder input	Innes (1995, 2017)
Involvement fits with the social justice and sustainability agenda and optimises outcomes	Be clear on "usual suspects" and reach out to involve marginalised groups (ethnic, youth and elderly)	Avoid alienating any groups, instead ensure all are welcome	Agyeman (2016))

In summary, the review of the literature showed the crucial role of the principle of involvement in implementing policy, including for sustainable development. Historically, involvement as defined in Arnstein's (1969) classic ladder of participation has seen much progress, in particular in the planning field (Innes 1995, 2017), where civil society involvement has explored barriers to participation and developed more effective methods of involvement. Distribution of costs and benefits across different agencies and over time remains a key barrier where short-term individual gain is often the focus rather than long-term collective benefit, for the "commons" (Ostrom 1993). Levels of trust can be enhanced amongst participants through the practice of mindfulness (Bernal et al. 2018) which allows altruistic concern for common good, or "the story of the world" to surpass the predominant short-term focus on the "story of self" (Eisenstien 2011). Consideration of values in participatory processes can support policy implementation (Burnes and Jackson 2011). Involving marginalised groups is a challenge and this now includes the elderly (Boaz and Hayden 2002) and the young (TSI 2017) as well as the diversity of cultural groups. Context, leadership, inclusive processes and alignment of values all play a role in good involvement practices which lead to positive, long-lasting outcomes (Brunton et al. 2017, Bryson 2013). Collaboration on involvement initiatives across organisations to target key groups can lead to a "one communications" approach as Devo Manc has adopted, which may save money, pool marketing resources and database contacts to give a strong and consistent message and enhance involvement (GMCA 2016).

Recommendations

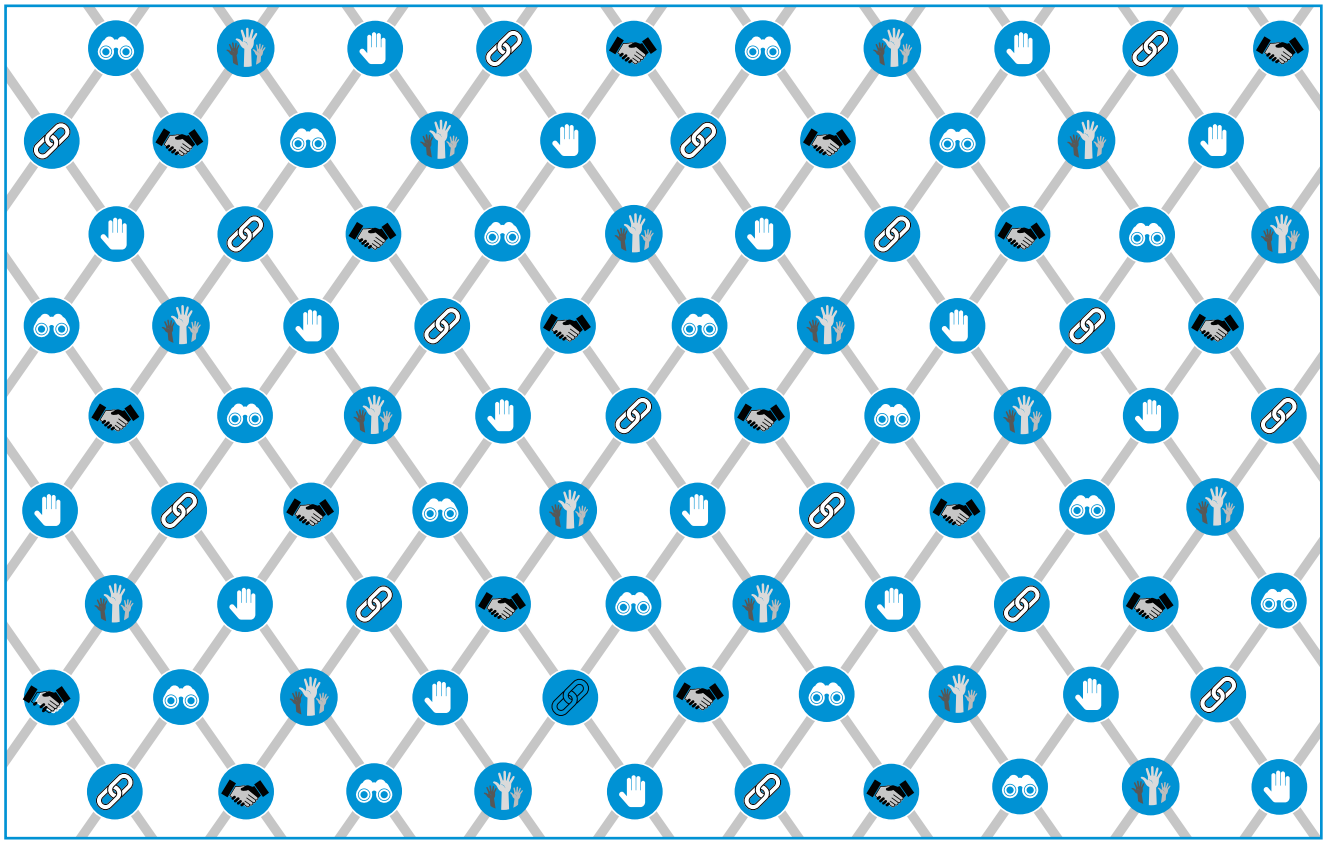
The WFG Act provides a statutory requirement for public bodies in Wales to work towards the realisation of the seven well-being goals using the five ways of working, known as the Sustainable Development principle. The WFG Act represents an ambitious intent to make a significant and long-lasting positive difference in the lives of all people living in Wales now and in the future and to set an example for others globally. In order for public bodies to implement the five ways of working and achieve the well-being goals, the literature identified five key recommendations:

Recommendation 1

Start where you feel comfortable – the five ways of working are holistic and mutually reinforcing

The literature review identified approaches to and methods that have been successfully applied to embed the five ways of working within organisations. It became clear that there is significant interplay and overlap between the five ways of working. Whilst each has a different focus they are mutually reinforcing and so lead naturally into one another. As such it does not matter which way of working a team starts to embed first as the one will lead into the rest as shown in **Figure 8** below. It is important to acknowledge that the potential for success or for lessons from failure rests not only in experimentation with each of the ways of working, but in the interactions between them, in an iterative process. Whether taking a strengths-based approach and building on existing experience or starting anew, the Sustainable Development Principle enables a whole systems, holistic approach.

Figure 8: The five ways of working enabling a whole systems holistic approach

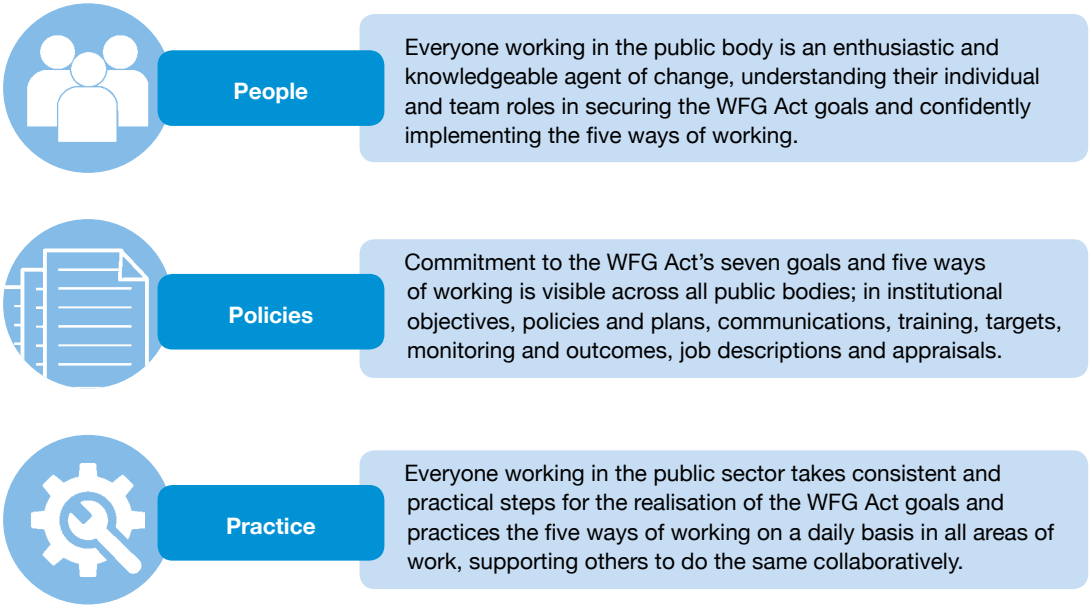


Recommendation 2

Ensure visible integration of the five ways of working in people, policies and practice

The literature review identified the importance of visible integration of new policy goals and the ready acceptance of those goals which reflect common values for collective good, exemplified by the WFG Act well-being goals. People at all levels of the organisation have a role to play in ensuring integration in policies, procedures and processes, as well as in daily practices. The aspiration is for people, policies and practices to visibly demonstrate alignment with the well-being goals which will in turn motivate, support and enhance implementation in a virtuous cycle as shown in **Figure 9** below.

Figure 9: Aspiration for people, policies and practice to deliver the Well-being of Future Generations Act and the five ways of working



Recommendation 3

Ensure tailored support for the levels at which the five ways of working are to be implemented

There are different levels (defined in **Figure 11** below) at which the five ways of working can be actioned within existing structures and each supports the next as shown in **Figure 10** opposite. At the foundation, individuals experience change in different ways and acknowledging and supporting staff well-being is essential to empowering individuals as change agents. At the team level, providing team learning and development opportunities, encouraging wide discussion within teams and permission to experiment enables visible practice of the five ways of working. At the organisational level, public bodies in Wales have already progressed to embed the WFG Act in polices and organisational objectives which are monitored. At the systems level, the WFG Act itself represents a system level enabler for radical transformation.

Figure 10: Individuals, teams, organsiations and systems

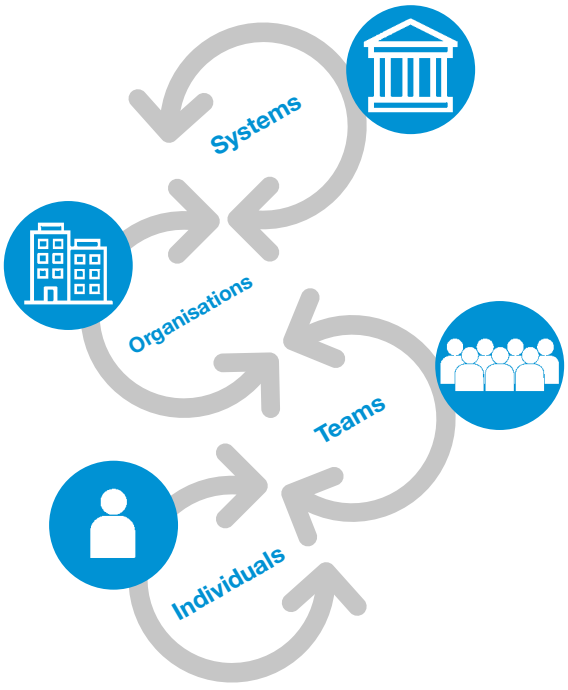
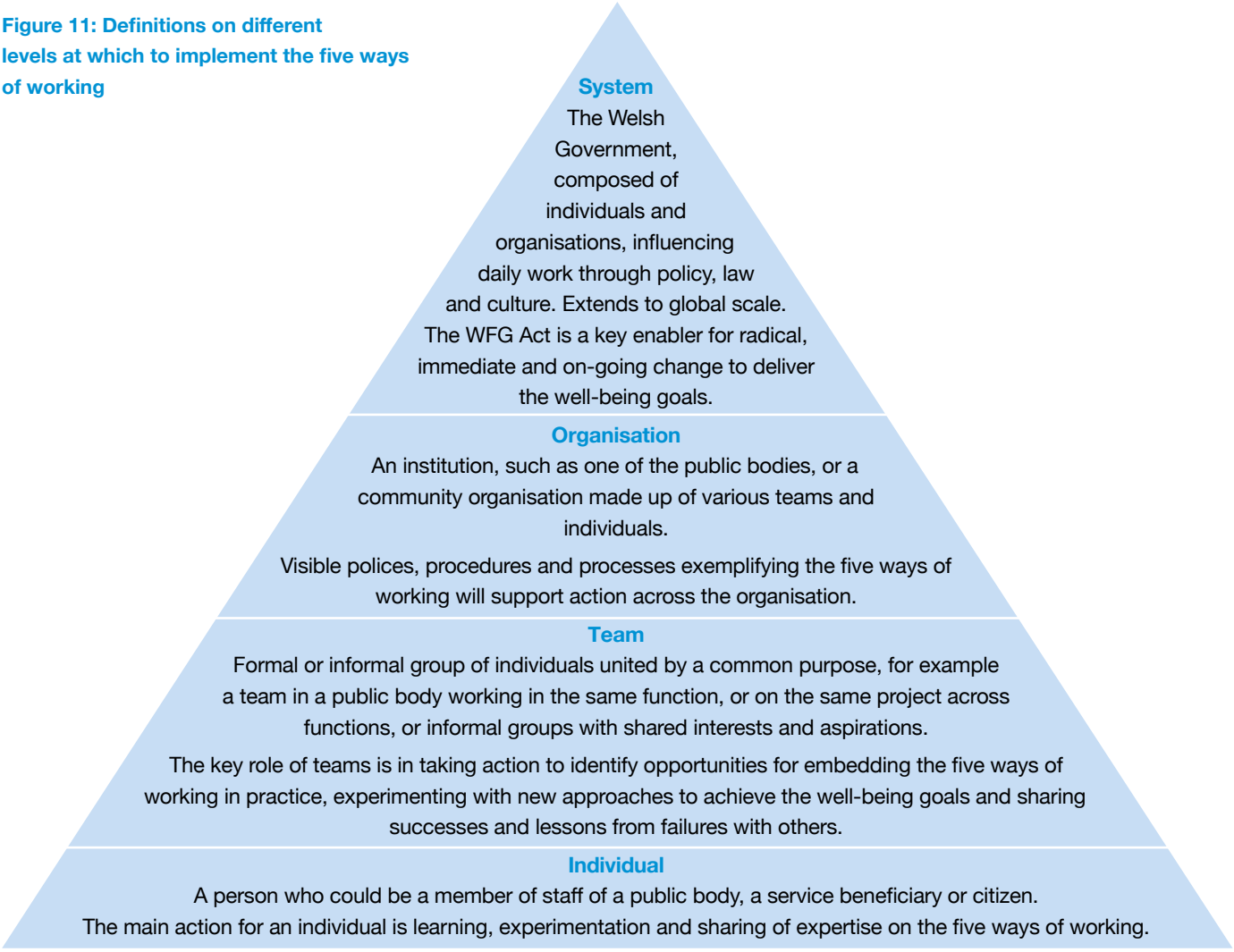


Figure 11: Definitions on different levels at which to implement the five ways of working



Recommendation 4

Support development of new capacities, new stories, new evidence and new rules

The literature review suggested that as individuals learn 'new capacities' in applying the five ways of working and share their expertise about how best to deliver the well-being goals, so teams will change their narratives and create 'new stories' about what constitutes success. Organisations provide and will be provided with (or require) new or different combinations of data to determine what works and what does not work in achieving the well-being goals. This 'new evidence'will inform different approaches which exemplify the five ways of working and so lead to system level change or to 'new rules'which are intended to support the well-being goals. Of course this process is iterative and reflexive, indeed the WFG Act itself represents a 'new rule' at the systems level which is already influencing organisations, teams and individuals. Ideally, all levels apply themselves to delivering the well-being goals simultaneously, however teams with expertise in implementation are well-placed to identify the radical transformation opportunities the well-being goals require.

Figure 12: Development of new capacities, new stories, new evidence and new rules

Recommendation 5

The Well-being of Future Generations Act demands a willingness from public bodies and the individuals and teams within them to learn to embed the five ways of working and transform current practices to deliver the well-being goals

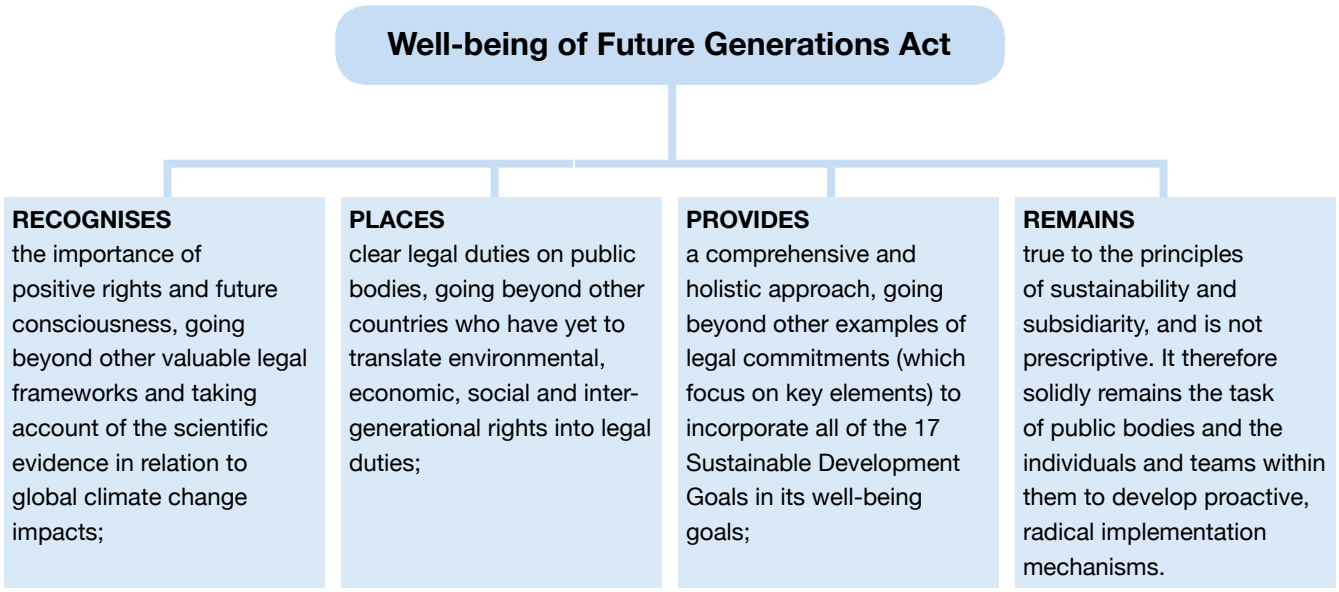
Public bodies and the individuals and teams within them are asked to:

- embrace the opportunities the WFG Act offers – as a game-changer, granting permission for innovation and enabling radical transformation at pace and scale;
- understand, enhance familiarity with and increase practice of the five ways of working and share iterative learning experiences with others;
- take a long-term perspective, work collaboratively and with increasingly meaningful involvement from key stakeholders, in particular youth, to prevent further problems and create rapid, integrated delivery of the well-being goals.

Five simple daily practices to use as individuals, within teams, across organisations and systems

1. Wake up - be informed, via lived experience, common sense and scientific data, of the true impacts of current ways of working. Be alert for simple changes to implement now and others which can be planned and phased.
2. Wise up - learn knowledge, skills and behaviours to embed the five ways of working in daily practice. Develop new capacities by learning from and sharing with others. Experiment to find solutions which can be scaled up.
3. Sharpen up - to develop new evidence, metrics and measures reflective of current and future well-being - the old measures will reproduce the old outcomes. Use existing data to stop activities with negative impacts.
4. Show up - as a leader now, as the expert you are in your existing field of influence. You do not need to have the answers, you can ask questions on behalf of future generations and collaborate to find solutions.
5. Shout up - on behalf of future generations, to communicate what is working now which we can expand upon, to share new stories of experimentation, learning and change to support the well-being of future generations.

Figure 13: The Well-being of Future Generations Act as an enabler – the critical role of public bodies in implementing the well-being goals and the five ways of working



Conclusion

This literature review collated evidence to support the implementation of the five ways of working within public bodies. The latest scientific evidence (IPCC 2018, WWF 2018) points to the next decade being a defining period in human history where there may only be a matter of years to safeguard future generations by keeping global warming below 1.5°C and avoiding catastrophic climate change. The progress of public bodies in Wales will be of international interest because the WFG Act represents a pioneering legislative duty aligned with international commitments embodied by the Sustainable Development Goals. The literature review found that there is a large degree of agreement on the importance of the five ways of working amongst researchers, practitioners and politicians alike and that there are emerging examples of practical implementation to draw upon, though sometimes these either do not explicitly reference or do not yet utilise all five ways of working. Those examples that were found during the literature review have been summarised and recommendations drawn to inform implementation by public bodies in Wales.

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UN United Nations (2015) Sustainable Development Goals
UN United Nations (2015) Transforming our world: the 2030 Agenda for Sustainable Development
UNDP United Nations Development Programme (2018) Human Development Index
UNEP United Nations Environment Programme (2000) Montreal Protocol on Substances that Deplete the Ozone Layer
UNEP United Nations Environment Programme (1992) Rio Declaration on Environment and Development
UNESCO United Nations Educational, Scientific and Cultural Organisation (2017) The future we want: the role of culture in sustainable development
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Appendix One – International Policy Context for the Well-being of Future Generations Act: Development and Human Rights

To make sense of the climate in which the WFG Act has emerged, and which influences its implementation, it is useful to undertake a very cursory review of how development as a concept has evolved. This is especially relevant given that for a very long time, development and human rights operated – as Uvin (2004:1) puts it "in splendid isolation". Following a capitalist agenda, development was conceived largely in economic terms (and related to output and growth). For much of the 1940s and 1950s, poverty and underdevelopment were explained – following Rostow's (1960) modernisation theory – in terms of the different stages of growth, and this has been the paradigm from which international bodies such as the International Monetary Fund or the World Bank operated. In the 1960s, with the advent of decolonisation, dependency theory emanating from Latin America emerged in reaction to modernisation theory, explaining underdevelopment through the existence of embedded colonial structures that entrenched an uneven power relationship between developed countries (at the centre) and developing ones (at the periphery). With the economic crisis in the 1970s, and with the economic liberalisation processes that followed in the 1980s such debates lost traction internationally (Fukuda-Parr 2016:201). With the recognition that not all people were benefitting from economic growth, the "basic needs" approach to poverty and underdevelopment emerged in the 1970s and 1980s. However, with its focus on consumption and on material goods, it remained rooted in an economic growth approach. It was only in the 1980s and 1990s, moving towards the end of the Cold War that development and human rights became connected in earnest, with the reaffirmation of the indivisibility of civil and political rights and of economic, social and cultural rights[1]. As a result, the United Nations adopted the Declaration on the Right to Development in 1986, which recognised development as a human right – the right to development (RTD) – and positioned the human individual as the central subject of development. The Vienna Declaration and Programme of Action and the establishment by the UN Commission on Human Rights of a working group on the right to development the same year, reaffirmed the connection between development and human rights.

The shift – under the RTD framework – to an approach to development that is rights-oriented signifies a departure from the basic needs approach in two important ways. First, it shifts the emphasis from needs to rights. In so doing, it highlights the fact that the former focuses on securing additional resources for particular groups. In this situation the beneficiaries do not have a claim that guarantees that their needs are met, nor does this approach place any responsibilities on anyone to ensure that these needs are met. By contrast, the latter makes claims for a more equal distribution of resources, and "recognises" beneficiaries as active subjects or "claim-holders" and establishes duties or "obligations for those against whom a claim can be made" (Jonsson 1999:49 in Uvin 2004:129). As Cornwall and Nyamu-Musembi show, this makes development overtly political in the way it is motivated: "needs can be met out of charitable intentions, but rights are based on legal obligations (and in some cases ethical obligations that have a strong foundation in human dignity […])" (2004: 1417). Second, the RTD framework expands the areas that are conducive to the realisation of the RTD from a narrow focus on material goods to the inclusion of non-material ones. Despite not using the language of rights, for scholars such as Sen (2001), development is conditioned by freedom, and more specifically by individual agency. Thus, development has to do with an individual's capabilities that enable them to achieve well-being, to make active choices that lead to a flourishing life including: bodily health and integrity, aspects such as senses, imagination, thought and emotions, concern for other species and the ability to engage in recreational activities. The significant purchase that this framework has had on international institutions is evidenced through the adoption of the Human Development Index (HDI) by the United Nations Development Programme (UNDP) as a measure for development.

1 Embodied in the two covenants (The International Covenant on Civil and Political Rights and The International Covenant on Economic, Social and Cultural Rights), these two categories of rights have shaped ideological debates on rights during the Cold War between the US and its allies and the Soviet Union (see Uvin 2004:10-12).

The RTD initiative represents one important way to bridge the nexus between development and human rights, through the recognition of development as a human right. The other key direction in this respect comes from development agencies and civil society groups that sought to incorporate rights principles and discourse into development and social justice work through rights-based approaches (RBA) (Fukuda-Parr 2016: 200). This direction gained currency in the mid-1990s and has been embraced and promoted by a variety of actors, including intergovernmental organisations such as United Nations agencies (UNDP and UNICEF) and the World Bank to donor states, international NGOs (including OXFAM and Save the Children) and grassroots organisations and social movements as a vehicle for social justice (Crawford and Andreassen 2015:662-663 and Miller 2017:62- 63). The capabilities approach derived from the work of scholars such as Sen (2001) formed the basis for the RBA, through their focus on human dignity and fulfilment, participation, equality, agency and empowerment (Fukuda-Parr 2016:204). Criticisms raised against the RBA highlight the fact that rather than being a coherent approach, it is "a loose and ill-defined idea, which everyone can adopt as they can interpret to fit their own interests" (Harris-Curtis et al. 2005:39-40). Other critics, however, highlight the strength of these approaches in the fact that they account for the complexity of development challenges (Mitlin and Hickey 2009:9), and ultimately reinforce the idea that "the boundaries between human rights and development disappear, and both become conceptually and operationally inseparable parts of the same processes of social change" (Uvin 2004: 175).

The context for the Well-being of Future Generations Act

The WFG Act represents a leading-edge landmark in the commitment to realising sustainable human development rights. It is so, not only in terms of recognising the importance of and aligning with key initiatives at international level embodied by the Sustainable Development Goals (SDGs). More importantly, its relevance lies in the commitment to pursue this agenda at national level, not as a matter of guiding ideals, but as a legal framework. This legal achievement reinforces a wave-cresting paradigm shift worldwide that shows a large degree of agreement (among researchers, practitioners and politicians alike) concerning the deeply interlinked nature of development and human rights.

Table 25: Decades and international policy focus

Evolution of development, human rights and sustainable development policy
1940s and 1950s • development ≠ human rights • development as economic growth, related to output and growth • countries modernise in stages, in an evolutionary way (modernization theory)
1960s • development ≠ human rights • development as economic growth • (under)development based on colonial structures, uneven power relationships, centre – periphery relations (dependency theory)
1970s • development ≠ human rights • human needs approach to poverty; focus on measuring absolute poverty • basic needs: water, food, shelter, clothing
1980s and 1990s • sustainable development = human rights • reaffirmation of the indivisibility of civil and political rights and of economic, social and cultural rights • United Nations Declaration on the Right to Development (1986)
2000s onwards • sustainable development = human rights • human development as human flourishing • rights-based approach to sustainable development • focus on human dignity, participation, equality, agency & empowerment

A rights-based approach to development represents a very important landmark in terms of what is seen as important for any human in order to live a fulfilled life. Scholars such as Sen (2001) showed that development is conditioned by freedom, and more specifically by an individual's capabilities that enable achievement of well-being, making active choices that lead to a flourishing life. Poverty is, therefore seen as an absence not only of material goods (such as food, water, clothing, shelter), but – importantly – an absence of non-material goods (education, health and integrity, conditions to harness emotions, thought, imagination, ability to engage

in recreational activities) all these together enabling an individual to make free choices that enrich one's life. Accounting for all these, the Rights-Based Approach creates the possibility for individuals to demand Government support in the realisation of these rights and an obligation on Governments to incorporate a concern with these rights in all aspects their activities.

A similar approach has been applied in the field of health. For many decades, evidence has shown that an individual's health is influenced by the everyday living conditions that they experience. Acknowledging the social determinants of health (SDH) in generating health inequalities has resulted in a call for political action at both national and global level.

As a result, policy initiatives have emerged that look for a systematic approach to creating conditions for health based on tackling inequality and deprivation in social-economic contexts. Operating on the same principles that characterise the rights-based approach, these are generally referred to as "Health in All Policies" and call for systematically and consistently addressing all areas of policy that impact on health. At the general level, the WFG Act takes a rights-based focus to development, and specifically, it stresses the interconnectedness between health and other social, economic and environmental factors.

The general context

In the context of the historical struggles to bridge the gap between development and human rights, the incorporation of a rights-based approach into the working framework of institutions such as the Office of the UN High Commissioner for Human Rights[2] and by the UN into the SDGs certainly demonstrates broad international support for an inclusive, egalitarian development framework grounded in rights language.

It is against this background that the WFGA was passed in 2015, with the intention to translate into Welsh law key sustainable development principles emerging from the 1987 report of the Brundtland Commission (UNCED 1987), the subsequent 1992 Rio Declaration delivered via Agenda 21 at the local government level (1992), the MDGs and it is aligned with the 2015 UN SDGs (UN 2015) and discussed below. It is the first Government in the world to do so (Davies 2017:165). As a process of incorporating into national law broader human rights international frameworks, this is not a new development and there are parallels that can be drawn both within the UK and internationally.

The Well-being of Future Generations Act and the Human Rights Act

There is a degree of commonality between the WFG Act and the Human Rights Act (HRA), transposed into UK law in 1998. Both pieces of legislation enshrine into law a duty on public bodies to commit to the realisation of a wide ranging set of human rights for social justice through their scope, actions and interactions. There are also important differences as outlined in **Table 26** below.

Table 26: Focus of Well-being of Future Generations Act and Human Rights Act

Well-being of Future Generations Act	Human Rights Act
Bold step to commit, through a clear legal framework to what are ultimately international level goals, moral imperatives even, as opposed to legally binding obligations.	Translating into national law rights that the UK is already bound to through the European Convention on Human Rights
Concern with positive rights	Concern with negative rights

The Well-being of Future Generations Act and other positive rights frameworks in the UK

The UK Equality Act, passed in 2010 by the Labour Government, aimed at harmonising and strengthening existing legislation on the protection of individuals from discrimination and unfair treatment. It brought together 116 pieces of legislation (including equal pay, sex discrimination, race relations, disability discrimination and employment equality). One important area of the Equality Act that expanded into the area of positive rights was the socio- economic duty, a provision that put obligations on public bodies to consider social and economic disadvantages in the process of resource allocation. The expansion into socio-economic inequality, and the requirement that public bodies needed to improve conditions with respect to areas such as education and health in more deprived and disadvantaged communities was an important initiative that aimed to support equitable human development. In this respect, it had anticipated some parts of the WFG Act that focus on

2 See for instance the lengthy FAQ document developed by the OHCHR in 2006 (OHCHR 2006)

reducing poverty and inequality. However, in November 2010, Theresa May, then Home Secretary and Minister for Women and Equality in the Conservative/Liberal Democrat government, announced the scrapping of the socio-economic duty, and it remains unrealised.
The Scottish Government decided to pursue the socio-economic duty on its own and to apply it to all public bodies in Scotland and published a consultation paper in September 2017 seeking public views on implementation.

Table 27: The Well-being of Future Generations Act and othe UK positive rights frameworks

WFGA	UK Equality Act 2010	Socio-economic Duty Scotland
Comprehensive legal provisions to deliver 7 wide-reaching goals.	Public duty to reduce socio-economic inequality, scrapped several months after being passed by new Government.	Legal provisions to implement public duty to reduce socio-economic inequality.
Concern with positive rights	Concern with some positive rights	Concern with some positive rights

The WFGA and other positive rights frameworks outside the UK

Negative rights: require the duty-bearer (e.g. the state) to abstain from action in order for the rights to be realised

Positive rights: : require the duty-bearer (e.g. the state) to take actions in order to facilitate the realisation of the rights

One of the most comprehensive initiatives to legislate on positive rights in a systematic way comes from the regional government of Quebec. In 2006, the Quebec National Assembly passed the Sustainable Development Act (SDA) that commits the government to a sustainable development strategy and the public bodies to a duty to implement it in their activities. The Act is organised around 16 principles: health and quality of life; social equity and solidarity; environmental protection; economic efficiency; participation and commitment; access to knowledge; subsidiarity; inter-governmental partnership and cooperation; prevention; precaution; protection of cultural heritage; biodiversity preservation; respect for ecosystem support capacity; responsible production and consumption; polluter pays; and internalisation of costs (Editeur Official du Quebec 2018). The WFGA displays a large degree of similarity to the Quebec SDA in terms of purpose, commitment, breadth and the areas of focus. At the level of detail, the WFGA seems to provide a more nuanced approach, establishing distinctions between the objectives of the Act (the seven goals) and the mechanisms for achieving them (the five ways of working). By contrast, the Quebec SDA makes no distinction between objectives and implementations means (e.g. grouping together subsidiarity, prevention, precaution, partnership and cooperation – which are ways of achieving objectives, with social equity, environmental protection, etc., which are the objectives themselves).

The Parliamentary Commissioner for Future Generations in Hungary operated between 2008 to 2011 when a reduced role was subsumed into the Office of the Commissioner for Fundamental Rights. The original role was to safeguard the interests and well-being of future generations, by carrying out complaints investigations, parliamentary advocacy and strategic research and development. The Commissioner could put on hold policies and seek court support to restrict actions endangering the environment. However, in the absence of clear legislation, the Commissioner powers were limited to a reactive case-by-case approach. The WFGA is much more far-reaching and holistic in nature and by turning public bodies into duty-bearers the WFGA takes a rights-based proactive approach to securing the WFGA goals.

Table 28: Comparison of the Well-being of Future Generations Act with similar UK policy solutions

Well-being of Future Generations Act	UK Equality Act 2010	Socio-economic Duty Scotland
Comprehensive legal provisions to deliver 7 wide-reaching goals.	• Public duty to reduce socio-economic inequality, scrapped several months after being passed by new Government.	• Legal provisions to implement public duty to reduce socio-economic inequality.
Concern with positive rights	Concern with some positive rights	Concern with some positive rights

The Well-being of Future Generations Act and other positive rights frameworks outside the UK

One of the most comprehensive initiatives to legislate on positive rights in a systematic way comes from the regional government of Quebec. In 2006, the Quebec National Assembly passed the Sustainable Development Act (SDA) that commits the government to a sustainable development strategy and the public bodies to a duty to implement it in their activities. It is organised around 16 principles:

- health and quality of life;
- social equity and solidarity;
- environmental protection;
- economic efficiency;
- participation and commitment;
- access to knowledge;
- subsidiarity;
- inter-governmental partnership and cooperation;
- prevention;
- precaution;
- protection of cultural heritage;
- biodiversity preservation;
- ;respect for ecosystem support capacity;
- responsible production and consumption;
- polluter pays;
- internalisation of costs. (Editeur Official du Quebec 2018)

The WFG Act displays a large degree of similarity to the Quebec SDA in terms of purpose, commitment, breadth and the areas of focus. At the level of detail, the WFG Act seems to provide a more nuanced approach, establishing distinctions between the objectives of the WFG Act (the seven goals) and the mechanisms for achieving them (the five ways of working). By contrast, the Quebec SDA makes no distinction between objectives and implementation means (grouping together subsidiarity, prevention, precaution, partnership and cooperation – which are ways of achieving objectives, with the like of social equity, environmental protection which are the objectives themselves).

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Table 29: Comparison of the Well-being of Future Generations Act with similar international solutions

Well-being of Future Generations Act 2015	Quebec Sustainable Development Act (2006)	Commissioner for Future Generations, Hungary (2008–2011)
Comprehensive legal provisions placing duties on public bodies; • Clear distinctions between: – seven goals – five ways of working that guide the implementation process	Comprehensive legal provisions placing duties in public bodies; • Amalgamation of objectives and mechanisms for implementation	No legislation placing obligations on public bodies; • Narrow area of action – focus mainly on environmental issues.
Concern with positive rights	Concern with positive rights	Limited concern with some positive rights

Generic challenges to the implementation of the Well-being of Future Generations Act

The WFG Act is a bold move to spearhead demonstrable implementation of human rights and development. It represents a novel legal articulation of rights and duties, it does so with a range of positive rights that State parties are generally extremely reluctant to commit to in such a determined way, and it does so in a very comprehensive and inclusive manner. It is precisely these qualities that also raise significant implementation challenges. However, guided by the five ways of working and with a willingness experimentation, for trial and error, for learning and refocusing along the way, the lessons for the rest of the world are obvious.

The pledge to realise positive rights is itself a novel aspect which means the rest of the world will be watching. Despite the difficult journey to the Declaration of the Right to Development, States and international development actors tend to be extremely reluctant to incorporate explicit reference to rights terminology in their articulation of development action.[3] As Cornwall and Nyamu-Musembi (2004:1421) point out, the UK DFID, for instance, makes no reference to the *UN Declaration on the Right to Development* (DRTD), suggesting that its assistance is based "on a moral—not legal—obligation to alleviate poverty". More recent policy documents such as the FCO *The Prosperity Fund: Annual Report 2016/7* and the strategy document *UK AID: Tackling Global Challenges in the National Interest* (DFID 2015) follow a similar pattern in that they make no reference to development as a human right. The reason behind this reluctance to commit to legal obligations is most often a politically pragmatic one: opting for a charitable approach to development rather than a duty-bound one leaves the door open to withdrawing from such endeavours, especially when priorities change or internal or public support wanes. The significant challenge with implementation in this respect is the substantial costs that the realisation of all the pledges in the WFG Act entails in comparison to a business-as-usual approach. The WFG Act draws into focus the ethics of decision-making now and its effect on future generations.

The breadth of areas covered by the WFG Act is impressive: it incorporates within its seven goals all 17 SDGs which represent "a far broader and more integrated, complex and challenging agenda for countries to implement" (Allen et al. 2016:199). The challenges are clear as are the opportunities: for Wales to deliver the WFG Act and achieve outcomes for the Welsh population now, whilst providing a model for Governments across the globe to enable future generations to access their human rights.

3 Among other reasons, states' unwillingness to commit to binding obligations has resulted in the Declaration of the Right to Development not being developed into a treaty and remaining a politically weak instrument (Fukuda-Parr 2016: 202; Uvin 2004: 42-43).

Appendix Two: Methodology

The approach to the literature review was based on responding to the following challenges:
– restrictions to existence or availability of contemporary peer-reviewed information;
– need for "fit for purpose" evidence from recent activities;
– rapid timeframes.

These are discussed more fully along with mitigating approaches.

Evidence-based policy has its roots in healthcare where implementation actions are supported by rigorous and repeatable controlled trials which control the external environment in ways which do not translate to the social sciences or the differing contexts of policy implementation. In addition, sustainable development is still an emerging academic field and studies of successful sustainability policy implementation (in their differing contexts) are limited. Indeed, State of the Environment indicators at the international, national and regional level, with a few exceptions, show no or slow progress since the 1970s. This forms an initial methodological challenge to the literature review. To mitigate some of the concerns around a narrow field of literature from which to draw evidence, a realist approach was adopted allowing literature review from a wider range of sources:
– contexts (institutions both private and public);
– mechanisms (a wide range of implementation/change/transformation actions);
– outcomes (contributing to sustainable development or new ways of working more generally);
– "practice-based" evidence from the grey literature – this often favours the case study, which by its very nature can be partial, subjective, anecdotal and embedded in a local context.

Notwithstanding that the relevant evidence base was limited or specialist, the literature review sought "fit for purpose" findings to provide lessons for WFG Act implementation and stimulate recommendations for good practice. Accordingly, all sources of evidence were assessed for both appropriateness or relevance and transferability or replicability to the context of the WFG Act. Such assessments enabled the literature review to benefit from a wide range of evidence whilst at the same time allowing the research team to critically evaluate findings and focus in on lessons which are "fit for purpose" and can be readily applied within public bodies.

A third major limitation to the literature review was the time allocated which is not an unusual situation with action research. The research team therefore adopted a realist synthesis approach and focused on existing literature reviews, available electronically only to assist in rapid access, in relevant areas. The focus on existing literature reviews enabled maximisation of coverage and optimisation of the quality of findings. The team then searched for additional up-to-date sources, where possible. A focus on existing reviews in specific areas not only saved time but also boosted reliability as it drew on existing bodies of knowledge.

Taking these challenges into account, the literature review adopted a rapid version of the realist synthesis approach developed by Pawson (2002) and based on Connell et al.'s (1995) "theories-of-change" strategy. Originating in theory-driven evaluation research, this approach has been applied to the evaluation of community development programmes in the US (Connell and Kubisch 1995 and 1998) and Health Action Zones in the UK (Bauld et al. 2005) both of which were relevant to the WFG Act,

"…one of their features being that different stakeholders are empowered to shape and reshape the programme as it passes through their respective hand…the chain of command is a …long one… involving central, regional and local government funders and policy makers and then local education, health, welfare and police practitioners, as well as community leaders, activists and residents." (Pawson 2002:3).

The literature review also met Pawson's "key conditions" for application in the following ways:

1. "Wide usage"– sustainability is a key goal for 196 Governments signed up to the SDGs;
2. "Observation and research"– grey literature summarising contemporary best practice and academic research both offer insights;
3. "Clearly articulated in terms of legislation, constitution and regulation"– WFG Act, FG Commissioner and monitoring and audit requirements;
4. "Long thin intervention, which passes through many hands on its way to its intended goal"– devolved implementation across a range of public services and all sections within these;

5. "Internal development and variations"– tailored application to each public body in core business, mainstreaming, embedding, demonstration of progress in key indicators;
6. Ability to identify "conditions for successful progress"– indicators and milestones under development.

Within this overall approach the specifics of identifying sources of evidence took the following steps:

Academic literature review

To start with, a search of the "iCAT" database was used for instantly accessible papers. The iCat allows access to thousands of online journals (around 80,000 at any one time) across hundreds of discipline areas. Searches were performed via titles, abstracts and keywords. Articles undertaking a "literature review" or "synthesis" were prioritised. Alternative search terms were used as indicated in **Table 30** below.

Initial concerns over a narrow field of relevant articles were founded. However, many common themes arose in the review of different fields of literature. Notably, the majority of sources focused on the current societal paradigm (short-term economic growth) demonstrating the phenomenon of "recency" (Patel 2006) placing value on recent events, rather than taking a long-term, collective and holistic view. The team drew on their knowledge of their field of study to support the identification of relevant evidence. Snowballing was used to identify relevant references held within initial sources. The content of articles was analysed by the relevant team member with expertise in management, human rights, healthcare, sustainability and policy implementation. They identified factors which supported or impeded policy implementation, noting the context of the findings and any transferable lessons for implementing the WFG Act. It became apparent quite quickly that there was much overlap in key lessons.

Grey literature review

In spite of the proliferation of web-based information, grey literature was often publically unavailable or hard-to-find, being known or available to a limited internal audience. This made it a challenge to search and evaluate. The following strategies were used to identify the grey literature over the limited project period.

1. Team knowledge of and involvement in relevant research;
2. Internet searches via google;
3. Accessing specialist online databases;
4. Snowballing web searches of relevant organisations.

Whilst there was a proliferation of good work in similar fields, much was unsubstantiated so as a result, only the most relevant independent evaluation reports are noted in **Table 31** below and require further review.

The organisation of the findings has been articulated on the basis of the five ways of working and provides summary information which could be applied to the implementation of the WFG Act. Within this context, the research team attempted to identify common aspects, patterns or regularities, implementation strategies, directions and key categories from the literature. The findings are discussed then summarised in tables identifying lessons in terms of "weaknesses to avoid" or "lessons to apply" so that public bodies can select and experiment with embedding in their daily practices.

Limitations and Recommendations for Future Work

The main limitation to the literature review was based on the rapid timeframe though the fact that this area is an emerging field of research was also a factor. Greenhalgh (2005) who also published with Pawson whose methodology forms the basis of this literature review, concluded on the effectiveness of systematic reviews that "snowballing" and "personal knowledge or personal contacts" are responsible for approximately over two thirds of systematic review sources in addition to protocol-driven search strategies which has been the case here. Petticrew (2003) warned of the problems of lack of "specific guidance" and a "solid take home message" from systematic reviews in particular of social and public health interventions. As a result, the below recommendations are made to strengthen findings:

1. Use of different search engines and in different countries;
2. Additional time to revisit specialist online databases, as recent funding calls and their deliverables are uploaded - this is an emerging area of research with many recent funding bids awarded and outputs being published;

3. Requests to specialist libraries and access to additional data sets;
4. Consultation with relevant networks, third sector organisations, key experts and professionals in practice, policy and research;
5. Interviews with key stakeholders and relevant organisations identified in the literature review, which is beyond the scope of this rapid literature review. For instance Devo Manc (GMCA 2016);
6. Review of the findings of the grey literature for assessment of "fitness for purpose" and adaptability of lessons to public bodies implementing the WFG Act;
7. Extending the focus of the literature review to include related fields, for instance evaluating and managing complex systems such as the Centre for Evaluation of Complexity Across the Nexus (CECAN) at the University of Surrey;
8. Commissioning of future research into areas of importance (such as Health in All Policies approaches in Wales, the UK or Europe);
9. Periodical review of the literature and regular updates for public bodies. Some public policy institutes and some funders provide email updates which staff in public bodies could usefully read to keep updated.

Table 30: Examples of the academic literature review sources identified

Key words searched AND policy implementation AND literature review	Number found Filters: peer-reviewed articles, online, English, 2013-2018	Examples of key texts used based on the following selection / exclusion criteria: new / recent policies; similar definitions; context; coverage	Examples of grey literature	Examples of additional authors through snowballing
• Long-term • Foresight	• 9,130 • 341	Bina and Ricci (2016) Davies (2017) Global Future Councils (2018) Global Scenario Group (2018) Institute for the Future (2018) Nelson (2014) World Future Council (2018) World Future Society (2018) World Futures Studies Federation (2018)	IFTF (2018) IFF (2018) UN (2012) Anderson and White (2009)	Brews and Purohit (2007) Daly (1996) Wang & Bansal (2012 Rohrbeck & Bade (2012) Day & Schoemaker (2004)
• Prevention • Early intervention	• 5,172 • 5,848	Guardian (2018) SAMHSA (2018)	Kingsfund (2016)	DCLG (2009) Sasseville, Simard & Mucha (2012) Sasseville & Martineau (2012)
• Collaboration • Partnership	• 6,185 • 4,566	Leamon et al. (2014)	AAHC 2015 Downe & Hayden (2016) Randle & Anderson (2017) TSI (2017)	Boddy, Macbeth & Wagner (2000) DuFour (2011) Lowndes, Pratchett & Stoker (2006) Lowndes & Squires (2012) Magdaleno, De Araujo & Borges (2009)
• Involvement • Engagement • Participation	• 8,120 • 6,902 • 10,998	Brunton et al. (2017) Bown et al. (2017) Kretzmann & McKnight (1993) Reed (2008)	Canadian Healthy Communities Network (2018) GMCA (2016)	Arnstein (1969)
• Integration • Mainstreaming	• 7,295 • 514	Kirwan (2013) Runhaar et al (2017) Volans (2016)	Sigwatch (2018) including Marks and Spencers, Unilever, Interface Bcorps	Keene & Fairman (2011) Lindgreen et al (2011) Laloux (2014) Fetzer and Aaron (2010)
• Policy implementation • Policy failure	• 19,486 • 16,473	Allen, Metternicht & Wiedmann (2016) Candel & Biesbroek (2016) Howes (2017)	Brown et al. 2017	Baker et al. (eds) (1997) Bauld et al. (2005) Hands (2009) Harris-Curtis et al (2005) Hyde & Williamson (2000)

Table 31: Examples of the grey literature review sources identified

Search terms + mechanisms for sustainability	Search results taken from first 30 references (3 pages). Exclusion of anything relating to specific medical areas (such as drug abuse and addiction)
Long-term Futures Thinking Foresight	– Resources to stimulate dynamic and productive discussion about "futures" and experimentation To support moves beyond business-as-usual strategies, specifically, in support of greater sustainability. http://www.wbcsd.org/Clusters/Sustainable-Lifestyles/Resources/A-Guide-to-Futures-Thinking – People and Skills for a Sustainable Future – report http://www-05.ibm.com/uk/start-sustainable-future/pdf/people_skills_FINAL.pdf – Three horizons model for longer term social change providing a suite of resources to apply in workshop settings http://internationalfuturesforum.com/three-horizons – The Story of Stuff enables understanding of complex systems and integrated decision-making and their roots in modern society along with stimulating a creative mindset for embedding the five ways of working in daily professional practice. https://storyofstuff.org/movies/ – Science based updates on the impacts of global warming. The International Panel on Climate Change released its October 2018 report on limiting global warming to 1.5c which requires rapid, radical and unprecedented changes at all levels. http://ipcc.ch/report/sr15/ – University of Hawaii (2018) Futures Studies http://www.futures.hawaii.edu/ – University of Turku (2018) Finland Futures Research Centre http://www.utu.fi/en/units/ffrc/Pages/home.aspx
Prevention Early intervention	– Abbvie Roadmap for Sustainable Healthcare https://www.sustainable-healthcare.com/financial-sustainability/health-expenditures/prevention-essential-to-sustainability/ – From the USA https://www.cdc.gov/nccdphp/dch/programs/healthycommunitiesprogram/pdf/sustainability_guide.pdf – LGA review https://www.local.gov.uk/sites/default/files/documents/25.22%20%20SLI%2C%20Public%20Health%2C%20Prevention%20and%20Intervention%20prospectus_v02_PRINT_1.pdf – Social prescribing - promoting health, independence and access to local services. Bromley by Bow Centre since 1984, Bristol and Rotherham research studies. First incorporated in 2006 White Paper *Our health our care our say*; *NHS five year forward view* (2014), *General practice forward view* (2016) https://www.kingsfund.org.uk/publications/social-prescribing?gclid=Cj0KCQiAiKrUBRD6ARIsADS2OLkvuoxvBEF4pENK-pXPmWe3GIEE-G7cmvyAubhClKZLwbPr3OKPvhQaAu7GEALw_wcB https://www.england.nhs.uk/blog/what-could-stps-learn-from-social-prescribing/
Collaboration Partnership	– Five models for collaboration: consortia; partnerships; legal mutual structures (cooperatives, collectives and associations; social franchising; prime contractor and supplier). https://youngminds.org.uk/media/1252/sustainability-collaborative-models-for-vcs.pdf – Collaboration tools and explanations http://captcollaboration.edc.org/collaboration-tools https://www.nihr.ac.uk/about-us/publications/ https://home.kpmg.com/content/dam/kpmg/pdf/2016/01/unlocking-power-of-partnership.Pdf http://researchbriefings.files.parliament.uk/documents/CBP-8093/CBP-8093.pdf
Involvement Engagement Participation	– *"There is a wide consensus that employee engagement is associated with greater firm performance, higher customer loyalty, better retention levels and higher productivity … strong support for strengthening the stakeholder voice in the boardroom in order to deliver long-term sustainability and greater board effectiveness."* (BEIS Corporate Governance Reform paper; 2016) https://corporate-citizenship.com/2017/09/15/responsibility-stakeholder-engagement-finally-entered-board-room-implications-uk-beis-august-2017-corporate-governance-reform-paper/ – "To articulate impact in a multi-dimensional way, organisations are now estimating and disclosing the value they add to society. Managing a "double or triple bottom line", preparing for the future, measuring success and performance of environmental, economic and social issues …" https://www2.deloitte.com/uk/en/pages/risk/solutions/prioritising-sustainability-risks-and-opportunities.html Green impact public sector employee involvement https://sustainability.unioncloud.org/green-impact/programmes/in-the-community

Search terms + mechanisms for sustainability	Search results taken from first 30 references (3 pages). Exclusion of anything relating to specific medical areas (such as drug abuse and addiction)
Integration Mainstreaming Embedding	– Whole systems approach to obesity – strengths-based community of learning **http://www.leedsbeckett.ac.uk/wholesystemsobesity/a-whole-systems-approach/** – Changing Tack asked: "What will it take to accelerate and scale systems-level sustainability solutions?" The answer helped define what we believe leadership will need to look like. The six attributes of leadership **http://sustainability.com/our-work/insights/integration-meet- transparency/** – Six Attributes of Extended Leadership **http://theregenerationroadmap.com/reports.html#/ changing-tack.html** **http://theregenerationroadmap.com/files/reports/Changing-Tack.pdf** – Network for Business Sustainability (2017) and Canadian Business for Social Responsibility framework to embed sustainability into organizational culture. **https://nbs.net/p/embedding-sustainability-532229db-326a-4889-a088-9882b4e3ff8b** – Developing Individual Leadership Skills. Corporate Sustainability Leadership at the Edge **https://sites.hks.harvard.edu/m-rcbg/CSRI/CPSL_the_edge_Jane_Nelson.pdf** – B Corporations include a range of familiar household brands embedding the five ways of working in policy and practice. Case studies include Interface flooring and Patagonia outdoor clothing and equipment **https://bcorporation.net/about-b-corps** **http://www.interface.com/US/en-US/about/mission** **https://www.patagonia.com/corporate-responsibility.html** New ways of thinking and doing in the Circular Economy – designing services to use renewable energy, embrace diversity and ensure resource flows. **https://ww.ellenFfoundation.org** The Royal College of General Practitioners and the Sustainable Development Unit. (2011) A Guide to Sustainable Development for Clinical Commissioning Groups
Future generations	– Hungary 2007-2012; Israel 2001-2006; Wales WFG Act 2015 **https://www.mrfcj.org/wp-content/uploads/2017/08/Global-Guardians-A-Voice-for-Future-Generations-April-2017.pdf http://www.scielo.mec.pt/pdf/epub/v2n2/v2n2a02.pdf** – Finland (Committee for the Future one of 16 Govt Cmtes with 10% of parliamentarians meeting twice weekly independent of political cycle); New Zealand; Norway; Canada; Germany **http:// www.scielo.mec.pt/pdf/epub/v2n2/v2n2a02.pdf** – Shahrier et al. 2017 Intergenerational sustainability dilemma and a potential solution: Future ahead and back mechanism **http://www.souken.kochi-tech.ac.jp/seido/wp/SDES-2017-9.pdf** – Kamijo et al. 2017 Negotiating with the future: incorporating imaginary future generations into negotiations **https://link.springer.com/content/pdf/10.1007%2Fs11625-016-0419-8.pdf** **https://www.worldfuturecouncil.org/file/2016/02/IEEP_WFC_2016_Establishing_an_EU_Guardian_for_Future_Generations.pdf** **https://www.reatch.ch/content/our-responsibility-future-generations** **http://futureroundtable.org/en/web/network-of-institutions-for-future-generations/about** – Ombudsman for Mother Earth Bolivia **https://globalchallenges.org/our-work/quarterly-reports/global-governance-for-global-citizens/guardians-for-future-generations**

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