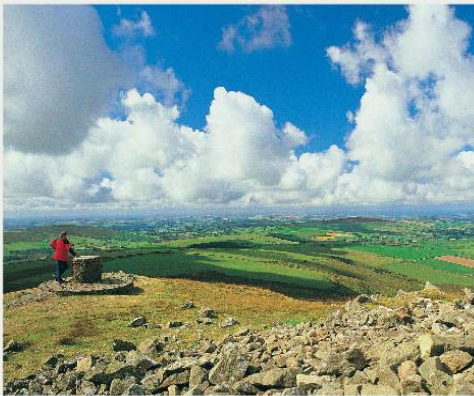


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Research Policy Analysis
Ymchwil Polisi Dadansoddi



How do you measure a nation's progress?

An analysis of responses to a consultation on proposals for national indicators to measure whether Wales is achieving the seven well-being goals in the Well-being of Future Generations (Wales) Act 2015

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How do you measure a nation's progress?

An analysis of responses to a consultation on proposals for national indicators to measure whether Wales is achieving the seven well-being goals in the Well-being of Future Generations (Wales) Act 2015

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Views expressed in this report are those of the researcher and not necessarily those of the Welsh Government

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1. Introduction

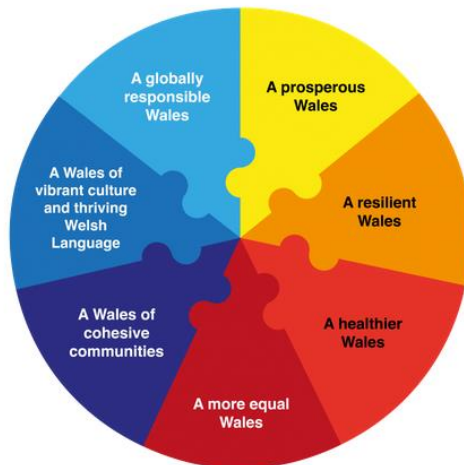
Background

- 1.1 The Welsh Government launched a formal consultation entitled ‘How do you measure a nation’s progress? Proposals for the national indicators to measure whether Wales is achieving the seven well-being goals in the Well-being of Future Generations (Wales) Act 2015’ on 19 October 2015. The consultation closed on 11 January 2016.
- 1.2 The purpose of the consultation was to seek views on a set of national well-being indicators for Wales that are intended to measure progress in achieving the seven well-being goals set out within the Act.

The Well-being of Future Generations (Wales) Act

- 1.3 The Well-being of Future Generations (Wales) Act became law in Wales on 29 April 2015 with the aim of improving the social, economic, environmental and cultural well-being of Wales. The Act intends to strengthen existing governance arrangements for improving the well-being of Wales, ensuring that present needs are met without compromising the ability of future generations to meet their own needs. In particular, the Act identifies seven well-being goals for Wales, set out at Figure 1.

Figure 1: The Seven Well-being goals of the Future Generations (Wales) Act



Source: Welsh Government

- 1.4 The Act also introduces national indicators that will measure the difference being made to the well-being of Wales. These indicators are intended to be used by the Welsh Government as the basis of its annual reporting (via the Annual Well-being Report), to update progress being made in Wales in achieving the seven well-being goals.
- 1.5 The formal consultation document set out a proposal of 40 national indicators developed by the Welsh Government. For each national indicator the Welsh Government set out what would be measured, how it would be measured, the source of data which it proposed to use and the rationale for selecting the proposed indicator.

The Consultation Process

- 1.6 The consultation process adopted by the Welsh Government involved a written consultation exercise and a series of consultation events held between October and December 2015.
- 1.7 As part of the written consultation exercise the Welsh Government invited views on the 40 proposed national indicators through 18 consultation questions. Five of these questions were general in nature, 12 related to certain indicators and the remaining one was open-ended to allow respondents to make any other comments. In addition, respondents were also able to suggest new indicators by completing a template provided within the consultation document.
- 1.8 This report, prepared by an independent team of social researchers at Old Bell 3 Ltd., presents an analysis of the consultation responses provided by the Welsh Government.
- 1.9 In total, 171 responses were analysed. In all, 145 of these were submitted electronically by e-mail (85 of which used the Consultation Response Form) and 25 were submitted via the Welsh Government's Online Form. Of the 171 responses, seven indicated that they did not want to be identified in any public documents produced.
- 1.10 The responses have been categorised by sector as set out in Table 1.1. Public bodies and third sector organisations accounted for the

largest proportion of responses, followed by professional bodies or interest groups.

Table 1.1: Categorisation of Consultation Responses¹

Sector	Responses (Number)	Proportion (Percent)
Individuals	20	12
Public Bodies	51	30
Businesses	3	2
Professional Bodies or Interest Groups	38	22
Third sector	52	30
Other	7	4
Total	171	100

Source: Old Bell 3 analysis of 171 consultation responses

1.11 Each consultation response was coded by the research team according to the sectors identified in Table 1.1 (e.g. Individual 1, Individual 2 etc). All responses were then imported and inputted into a bespoke consultation analysis spreadsheet² which enabled the research team to analyse all responses received to each of the 18 questions in the consultation document.

Structure of the report

1.12 The remainder of this report has been structured around the main themes and questions of the consultation. Chapter 2 considers the five general questions set by the consultation document including respondents' views on which indicators could be improved, which ought to be excluded and which have been omitted. Chapter 3 then considers the responses received to the indicator specific questions (questions six to 17).

¹ The majority of respondents selected their own classification. Where they had not done so, responses were classified by the Old Bell 3 team.

² Which has since been shared with the Welsh Government.

2. Responses to General Questions

2.1 This chapter considers the responses received to the first five general questions proposed in the consultation document.

Question 1: Do you agree or disagree that the proposed set of indicators, as a whole, fully assess whether progress is being made in achieving all the well-being goals?

2.2 In all, 113 qualitative responses were submitted in response to this question. An analysis of the comments provided suggests that the majority of respondents were at least in broad agreement with the proposed set of indicators even though the closed question, presented in Table 2.1, suggests a somewhat more mixed view between those agreeing and disagreeing. The qualitative responses suggest that many of those who disagreed with this statement thought that (a) the consultation document offered a good starting point³, but that there were indicators or measures which could be improved, changed or others that needed to be included; and/or (b) that particular indicators required either further clarification or further development work.

Table 2.1: Views on whether proposed indicators will fully assess whether progress is being made

Response	Number of Responses	Proportion
Strongly Agree	2	1%
Agree	56	33%
Disagree	41	24%
Strongly Disagree	3	2%
No response/Don't know	69	40%

Source: Old Bell 3 analysis of 171 consultation responses

2.3 Of those respondents who agreed with this question, there was a common view that overall 'the list of indicators represents an appropriate set of factors by which to judge national well-being and

³ Specifically mentioned by seven respondents

sustainability' (Professional Organisation 35). Several respondents (at least 20) 'commended' the Welsh Government for the work undertaken to date on the Act itself as well as the development of the proposed national indicators, adding that the appropriate focus upon measuring 'high-level outcomes' was welcomed. Whilst still in agreement, other respondents were more lukewarm in their general response, for instance: 'it is hard to say that the indicators fully ... assess progress against all the well-being goals, but they provide a good general overview of progress' (Public Body 6).

- 2.4 It was commonly accepted and welcomed that the proposed set of indicators were 'wide ranging' but respondents frequently questioned whether the right balance across the indicators had been achieved. There was no consensus however that one single area of activity was under-represented but the most commonly cited areas (where respondents felt there may be some under-representation) were health, economic and cultural indicators. Overall, respondents thought that social indicators were adequately covered.
- 2.5 Some respondents expressed their concern about a perceived imbalance between the number of indicators contributing to each of the seven well-being goals. For instance, whilst the consultation proposed eight indicators to contribute towards Goal 6 (A Wales of Vibrant Culture and Thriving Welsh Language) others have significantly more (e.g. Goal 3 A Healthier Wales has 32 indicators contributing towards it). To address this issue two main suggestions were made. First, that there may be scope to adjust some indicators so that they make a more equal contribution to each goal. Second, that it may be appropriate to review the goals being achieved by each indicator as a few respondents argued that some had been missed e.g. indicator 27 (people participating in sports) currently only contributes towards two well-being goals whereas it was thought that it could contribute to four in all (Cohesive Communities and Vibrant Culture being the two others).

- 2.6 Many respondents noted that a number of indicators had yet to be defined, and suggested that this was a general weakness of the consultation document. The indicators most commonly thought to be less developed were healthy ecosystems (indicator 32), a biodiverse natural environment (indicator 33) and global footprint (indicator 38). It was suggested that these particular indicators underpinned several other indicators (and measures) proposed (e.g. indicator 35 air quality and indicator 29 properties at risk from food) which made it difficult for respondents to come to a definitive view about the practicality of the approach proposed. A few respondents argued that 'unless they are fully developed they should not be included' (Public Body 34).
- 2.7 One common theme raised in response to this first question was that the consultation document did not identify headline, and subsequently second tier, indicators from the proposed list of 40 and that this would require further development. It was acknowledged that some of the indicators appeared to be more strategic than others but respondents were generally unclear as to which indicators should become headline ones. For example: 'it is not clear whether indicator 32 'healthy ecosystems' is a headline indicator with sub indicators on biodiversity, soil, air quality, water etc' (Other 7).
- 2.8 Overall there was an acceptance amongst respondents that the list of indicators needed to be manageable and practical, and that 40 seemed an appropriate number. Respondents pointed out, however, that as some indicators already had sub-indicators in place (e.g. indicators 02, 05 and 07) the overall number of indicators was in reality already higher than 40. It was also acknowledged by respondents that some indicators inter-relate with and impact upon others and as such, there was a need to formally identify the linkages between indicators in order to adopt a more holistic approach. It was suggested that: 'there is a need for much more clarity and detail on how the different indicators relate to each other, how single measures contribute to multiple indicators and how multiple indicators contribute to progress against several goals' (Third Sector 6).

- 2.9 A few respondents noted that whilst some indicators had been framed positively others adopted a negative interpretation (e.g. indicator 08 people in work being a positive and indicator 12 people living in poverty being a negative indicator). There was a general preference amongst respondents for greater consistency, and in particular towards the use of positive terms, across indicator titles (e.g. in the case of indicator 21 replacing 'people feeling lonely' with 'people feeling socially connected').
- 2.10 Another theme to emerge in response to the first consultation question related to the measure and source of data to be used to assess progress. Several respondents thought that it was inappropriate to rely upon any one single data source to measure any indicator and called for the Welsh Government to reconsider whether multiple data measures should be adopted where appropriate.
- 2.11 Several also respondents conveyed their concern about the reliance on 'subjective' measures, preferring instead to adopt more objective methods. For instance: 'we are also concerned that an over-reliance on subjective measures of well-being risks painting a more positive picture than is objectively the case. We therefore recommend that more diverse data sets should be used, to paint a more holistic picture, and better inform decision making' (Third Sector 27).
- 2.12 Aligned to this, several respondents (at least six) expressed their concern about what they perceived to be an overreliance upon the National Survey for Wales as a source of data for 14 indicators in all. In addition to concerns about the perceived subjectivity of this data source, other concerns included whether sample sizes would be adequate for analysis at local authority level. Others questioned whether the sampling methodology for the survey itself would be improved to ensure that currently excluded households would be included in future surveys.
- 2.13 A number of respondents also noted their concerns about the lack of visibility to the views and status of 'children and young people'

throughout the set of proposed indicators. For instance: ‘most of the indicators that ask for people’s perspectives and experiences, for example, satisfaction with the area they live in and feeling safe in their communities, are proposed to draw on adult perspectives only’ (Public Body 11). Aligned to this point, respondents also stressed that there was a specific gap within the proposed indicators to measure outcomes for children/young people aged between pre-school age and 15/16 years old. One such contributor stated: ‘there is a big gap between National Indicator 4 (measurement for children of pre-school age) and [National Indicator 5] young people sitting GCSEs, but no measures for children and young people in between’ (Public Body 44).

2.14 Another common issue raised, albeit by fewer respondents overall, was the lack of focus upon cross-cutting themes when measuring the set of indicators proposed. The criteria most commonly cited were gender, language, ethnicity, age, disability or socio-economic status.

Questions 2, 3 and 4: Indicators which could be improved, excluded or need to be added to the list

2.15 Table 2.2 shows that a large number of respondents thought improvements and additions could be made to the proposed list of indicators. Fewer respondents could identify indicators which they considered to have been omitted and needed to be added to the list.

Table 2.2: Headline responses to questions 2, 3 and 4

Question	Yes	No	No response
Whether any indicators could be improved	92	11	68
Whether any indicators could be excluded	36	56	79
Whether any indicators should be included	62	26	83

Source: Old Bell 3 analysis of 171 consultation responses

2.16 Some 109 respondents provided a qualitative response to question 2 (indicators which could be improved) and this question stimulated the greatest amount of response both in terms of number and length of

responses. Many respondents listed the indicators which they thought needed to be improved but did not provide any rationale or practical suggestions for doing so. Others, however, offered detailed improvements and these tended to be either (a) general observations or considerations; (b) minor improvements or (c) fundamental changes to the proposed measures.

2.17 In the following paragraphs we discuss the main issues and commonly suggested improvements offered by respondents for the proposed indicators. Given that Chapter 3 of this report focuses in detail on issues raised in relation to indicators 03, 23, 24, 25, 26, 31, 33, 34, 39 and 40 (in response to the specific questions proposed) they are not discussed below.

Indicator 01 Babies born at a healthy weight⁴

2.18 It was strongly suggested that this indicator:

- Should be measured as a proportion of all births to allow change over time to be assessed.
- Should also consider whether the indicator is restricted to single births (not multiple births, which are known to be of lower birthweight on average).
- Should adopt a better alignment between the 'positively' termed indicator 'healthy weight' and the 'negative' emphasis of the measure upon 'under-weight' babies: 'either the title needs changing or the measurement should reflect the indicator title' (Public Body 33).

Indicator 02 Healthy life expectancy for all

2.19 No common or specific improvements were identified for this indicator.

Indicator 04 Young children developing the right skills

2.20 The following key points were made by several respondents:

⁴ Respondents were unanimous in their views on these three points, suggesting that the sector have discussed this indicator in detail and come to a consensual view about the improvements required.

- Some were concerned that the data source would be subject to change making comparisons over time difficult.
- Others suggested that the Foundation Phase Baseline Assessment might be a more useful data source, but there was a lack of clarity on how this might be used.
- Some suggested that the indicator should be extended to ‘young children developing skills appropriate to age and ability’.
- Others raised questions around how this indicator would be measured given that the majority of children aged 2, and a significant minority of children aged 3, are not be in a formal educational setting.

Indicator 05 School leavers with skills and qualifications

2.21 The key points made were:

- A view that the measure should be better defined i.e. either on 16 year olds at end of term or 15 year olds at the start of the academic year.
- Suggestions that the measure could be improved by broadening the focus beyond qualifications to include other important skills (e.g. financial literacy, digital skills).
- Some concern that the definition of ‘average capped point score’ will not be understood by the general public.
- Mixed views on whether the level 2 threshold measure was appropriate.
- Scope to merge the indicator with 06 (educated and skilled population).

Indicator 06 Educated and skilled population

2.22 Some respondents suggested that this indicator was intended to reflect two elements – education and skills, but that the measure was only focused on education.

2.23 Some suggested that experience and skills also need to be reflected within the measure.

2.24 A few respondents questioned the focus upon levels 3 and 4 only – ideally these respondents would prefer to see the indicator reflect all qualifications (from no qualifications up to Level 8) by different age groups.

Indicator 07 People not in education, employment or training

2.25 No common or specific improvements were identified for this indicator.

Indicator 08 People in work

2.26 The following issues were noted:

- Concerns that the data on working age employment rate alone does not take into consideration the quality (pay) and security of jobs.
- Some suggestions that it would be useful to disaggregate the data by age to identify young people in/out of work (particularly 16-25 age group).

Indicator 09 Productive workforce

2.27 No common or specific improvements were identified for this indicator.

Indicator 10 Innovative Businesses

2.28 Very few commented in any detail upon this indicator. Of those who did:

- A few questioned whether the focus on ‘innovation’ was counter-productive to the sustainable agenda being set out via the Act.
- It was thought that a clear definition of innovation could usefully be added in order to make this measure more meaningful.

Indicator 11 Levels of household income

- 2.29 A number of respondents raised some concerns about using mean household incomes to measure this indicator. Those that made this comment expressed a preference for adopting median household income (despite data availability limitations). It was strongly suggested that mean household income would provide a 'rosier picture' (Third Sector 22) and would also mask the fact that those in poverty might not experience any quality of life improvements, despite an increase to mean household income levels. It was suggested that a median household measure would provide more robust data on the distribution of income across households.
- 2.30 In addition, some respondents suggested that the proposed measure could be improved if it were to take income before and after housing costs into consideration.

Indicator 12 People living in poverty

- 2.31 The following points were made by several respondents:
- The key message conveyed was the need to consider fuel poverty as part of the measure for this indicator.
 - Respondents also argued for greater clarification over the definition to be used i.e. whether it will be measured against the median Welsh income rather than UK median income. Respondents preferred a measure that would be relative to the UK median income on the basis that the number of people in relative poverty would be higher: 'if the Welsh median level is taken then this will take a number of people out of relative poverty' (Public Body 35).
 - Some suggestion that this indicator 'should adopt a clear definition of poverty based on needs and resources, rather than the standard income-based measurement'. In this respect, it was suggested that the indicator as it stands 'unhelpfully strengthens the idea that poverty is defined by relative income' (Public Body 38).

Indicator 13 People able to afford everyday goods and activities

2.32 The following common points were made by respondents:

- It was suggested that levels of fuel debt could be included within the measure for this indicator.
- There was a consistent view that this indicator ought to be measured holistically to give a more rounded picture of poverty in Wales.
- Some suggested that this indicator could be measured via a more objective method which considered household costs alongside income data (e.g. to include mortgage and rent costs, levels of fuel poverty, subjective reporting on affordability of household debt repayments, cost of the RPI5 and CPI6 'basket of goods', trends in the cost of energy and water bills as well as other everyday bills).
- A few suggested that this indicator could be combined with indicator 12 (people living in poverty) as a single, composite holistic indicator on poverty.

Indicator 14 People satisfied in their jobs

2.33 Very few respondents suggested improvements for this indicator.

2.34 Some respondents expressed their concerns about the reliance upon subjective perceptions of satisfaction (for both indicators 14 and 15) and reporting only via the National Survey for Wales. For instance: 'because there are such a vast array of possible reasons for either satisfaction or dissatisfaction it will be difficult to determine what action is required as a result of a high or a low score'.

2.35 It was also suggested that the National Survey for Wales could ask follow on questions to understand why people feel satisfied or not.

Indicator 15 People satisfied with where they live

⁵ Retail Index Prices

⁶ Consumer Prices Index

- 2.36 Very few respondents suggested improvements for this indicator, the main point being a concern about the usefulness and relevance of this indicator and that it was open to interpretation.

Indicator 16 A sense of community

- 2.37 No common or specific improvements identified.

Indicator 17 People feel involved in local decision making

- 2.38 Very few respondents suggested improvements for this indicator. Some respondents were concerned that this indicator was somewhat vague.
- 2.39 A small number of respondents suggested that the indicator could also include a measure about the proportion of people who vote.

Indicator 18 People who volunteer

- 2.40 The issues raised in relation to this indicator included:
- Some respondents noted that the term volunteering is associated with quite formal volunteering and would prefer a measure such as 'proportion of people who take part in any voluntary activities in their local area'.
 - Concern as to whether unpaid carers will be included in the definition of 'volunteering' – a preference for treating the two categories separately (as the effects on well-being of the individual differ).
 - One response provided detailed questions and definitions which could be adopted for the National Survey for Wales (see Third Sector 43).

Indicator 19 People satisfied with access to facilities

- 2.41 The issues raised in relation to this indicator included:
- Some concern that the indicator might be too general to be of use.

- Possibility for de-coupling this into two measures – one focused on access to services which makes peoples' lives better and the other around access to services which make people feel safe.
- It was suggested that there is a need to differentiate data between rural and urban responses.

Indicator 20 People feeling safe in their communities

2.42 Some respondents suggested that:

- Greater reference could be given to the 'fear of crime' as a measure.
- The perception of safety (as measured via the National Survey for Wales) might generate a different picture to other data sources. They therefore suggested using objective data for crime and anti-social behaviour as well.

Indicator 21 People feeling lonely

2.43 No common or specific improvements identified.

Indicator 22 Positive mental well-being for all

2.44 Respondents generally conveyed a view that the Warwick-Edinburgh is a robust tool but that it is not sufficiently sensitive to change and is difficult to translate into economic measures. It was suggested that the tools used to measure this indicator be reviewed on a regular basis.

Indicator 27 People participate in sports

2.45 Respondents raised the following issues:

- They thought that there was a need for a clearer definition of 'sports'.
- Some respondents suggested that this indicator should also include a measure on 'physical activity' (rather than within indicator 03).

Indicator 28 Looking after our cultural heritage

2.46 The issues raised in relation to this indicator included:

- Some respondents thought that that this indicator was not adequately defined at present.
- It was also suggested that this indicator could incorporate 'looking after our landscape' (although others argued that this warranted a stand-alone indicator).

Indicator 29 Properties at risk from flood

2.47 It was suggested by some respondents that:

- This indicator ought to measure the percentage of properties (rather than number of properties) at risk of flooding for comparison purposes.
- The indicator needed to consider and to differentiate between different types of property; to cover flooding from surface water and ordinary watercourses (not just rivers and sea as proposed); and to consider adopting the National Land and Property Gazetteer as a data source.
- It was also suggested that the indicator could adopt a more positive statement e.g. properties protected by investment in new flood defences.

Indicator 30 Energy efficiency of buildings

2.48 Some respondents suggested that:

- This indicator needed to be better defined and should differentiate between the efficiency of new and existing homes.
- The Energy Performance Certificates proposed as the data source would only provide data on energy efficiency for the building if it was run optimally – it may not necessarily show the energy used to run the building in sub-optimal conditions.
- An alternative measure could be considered, namely Display Energy Certificates, which would capture improvements to energy

efficiency within a quicker timescale. These could also be applied to non-domestic buildings.

Indicator 35 Air quality

- 2.49 Respondents conveyed a common, and strongly held view that the proposed indicator was not appropriate, largely as it was based on modelled rather than actual air pollution data.
- 2.50 A handful of respondents provided detailed suggestions for an alternative indicator (specifically ‘the Wales average measured PM2.5, PM10 and NO2 concentrations’ or ‘the percentage change in Wales measured average PM2.5, PM10 and NO2 concentrations’). It was argued by these respondents that such an indicator (measured individually as a three-year rolling average for each pollutant) would use measured rather than modelled air quality data, from every monitoring location in Wales.

Indicator 36 Soil Quality

- 2.51 Many respondents suggested that either this indicator be amended, or that an additional indicator be developed, which would include reference to land contamination. A suggested measure (or new indicator) could be defined as ‘an area of land formally designated as being contaminated’ and could be monitored/data supplied by local authorities.
- 2.52 As it stands some respondents suggested that the indicator was overly focused on rural and agricultural issues and gave insufficient consideration to brownfield or urban areas.
- 2.53 At present the indicator was not thought to consider how soil quality also affects water quality.

Indicator 37 Non-recycled waste

- 2.54 There were very few suggested practical improvements for this indicator but some general views were provided. In particular, it was thought that the wording was not consistent with a sustainable

approach. Respondents argued that the focus should be more preventative i.e. eliminating waste at source.

- 2.55 Some respondents questioned the need to distinguish between household and business waste as well as recycled and non-recycled waste.
- 2.56 It was also suggested that the indicator should consider a measure of 'recycled material per person'.

Indicator 38 Global footprint

- 2.57 There was a divergence of views in relation to this indicator, with some advocating that the measure should be focused on an 'environmental footprint' whilst others preferred a combination of 'both carbon and material footprints'.
- 2.58 Whilst the Ecological Footprint measure proposed was regarded as a widely used and useful tool the indicator was not thought to consider more recent developments, such as the Material Footprint which is a consumption-based indicator. It was suggested that further consideration needed to be given to this measure.
- 2.59 Some respondents suggested that the indicator as it stands lacked a transparent methodology which might render the measure potentially unreliable.

Indicators which could be excluded

- 2.60 As part of the consultation 62 respondents provided a qualitative narrative in response to question three (although some of these did not reference any specific indicators which could be removed). One common view expressed by a number of respondents was that the least developed indicators (i.e. those highlighted in the consultation document as being yet to be developed/agreed) could be excluded from the full list of indicators.
- 2.61 The most commonly cited indicators which respondents thought could be removed were indicators 38 (global footprint), 39 (active global citizens) and 40 (international responsibilities) with at least ten

respondents each taking the view that these ought to be removed. The rationale for removing these included the fact that they were the least developed indicators and that indicator 40 in particular was a narrative rather than a measurable outcome. Rather than excluding them, a small number of respondents suggested the merging of these indicators (specifically indicators 39 and 40 and indicators 39 and 18 (people who volunteer)).

- 2.62 A lower number of respondents queried whether indicator 27 (people participate in sports) was required, given that indicator 03 (people making healthy lifestyle choices) already covered physical activity. These respondents questioned the rationale for identifying sport as a stand-alone indicator as it was not, in their view, more important than the other elements contributing to indicator 03.
- 2.63 A number of respondents considered combining indicators, rather than excluding them, and much of this discussion focused on indicators 15, 16, 17 and 21. Several respondents suggested the possibility of combining indicators 15 (people satisfied with where they live) and 16 (a sense of community). The rationale for doing so was largely based upon the fact that indicator 15 was currently deemed to be 'very vague' and not particularly well developed. A few respondents went further and suggested that indicator 21 (people feeling lonely) could also be merged with indicators 15 and 16. It was suggested that these indicators could be more effectively measured should they be combined, and/or measured by objective data. Other respondents, however, suggested the potential to merge indicators 16 and 17 (a sense of community with people involved in local decision making).
- 2.64 Several respondents also strongly suggested merging some of the environmentally based indicators (especially indicators 34 covering water quality, 35 covering air quality and 36 covering soil quality) into a composite pollution or environmentally focused indicator. Others took this further, adding indicator 33 (a biodiverse natural environment) to the list of potential indicators which could be merged

to form a single indicator covering all environmental measures under the banner of 'healthy ecosystems' (indicator 32).

Indicators which have been omitted and ought to be included

- 2.65 In all, 73 qualitative responses were received in relation to question 4 and 88 new indicator templates were completed.
- 2.66 The **four key themes** which were considered to be missing from the proposed indicators were around gender equality (at least 11 respondents), access to green space (at least 11 respondents), connectivity (with transport (10 respondents) and digital connectivity (5 respondents) the most commonly cited)). Furthermore, **five other themes** not covered (but cited by fewer numbers) were in relation to natural landscapes (five respondents), fuel poverty (five respondents), debt (three respondents) energy from renewable sources (five respondents) and noise (five respondents)⁷. Other themes were also suggested and are presented in the table below.
- 2.67 In addition to these areas thought not to be covered by the proposed indicators, respondents also suggested 'additional' measures which ought to be considered within their respective indicators – these included indicators in the areas of housing (indicator 23 quality of housing) and Welsh language (indicator 26 people using Welsh Language in everyday life). These are discussed in detail in Chapter 3.
- 2.68 A summary of the most commonly cited additional indicators which respondents thought should be included are outlined in Table 2.43 below. It is worth noting of course that some of these additional indicators could be incorporated into existing ones, should there be scope to adopt more than one measure for each indicator:

⁷ The number of respondents stated in this paragraph relates only to those who referenced these areas within their response to question 4. The actual number of respondents who raised these issues was higher.

Table 2.3 Proposed additional, new indicators

Proposed new indicators	Measured by
Key Themes	
Gender Equality	<p>(i) Gender Pay Gap via the Annual Survey of Hours and Earnings</p> <p>(ii) Women’s representation in public life and decision making via a variety of sources and collated by the Equality and Human Rights Commission (EHRC)</p> <p>(iii) Gender Equality which would require the development of new data sets (and could replace measures (i) and (ii) above over time)</p>
Access to open green spaces	Proportion of people with access to high quality green space measured via National Resources Wales (NRW) data, the Welsh Index of Multiple Deprivation (WIMD) and National Survey data or the Open Space Assessments conducted by local authorities.
Connectivity	<p>(i) Proportion of people who feel digitally connected/digitally included measured via the National Survey for Wales</p> <p>(ii) Accessibility and transport: there was a lack of a clear definition or measure for this (some focused on lower-carbon transport whereas others focused on connectivity issues)</p>
Looking after our landscapes	No clear proposed measure or data source suggested – some acknowledged that this indicator would need to be developed and others suggested it could be incorporated into indicator 28 (i.e. looking after our cultural heritage and landscapes).
Noise	Proportion of people affected by noise. The data for this indicator could be based on the annual return published by the Chartered Institute of Environmental Health or

	population exposures based upon European Noise Directive Maps. ⁸
Other Themes	
Over indebtedness	Proportion of people who are over-indebted (defined as individuals who have been at least three months behind with their bills in the last six months or have said that they feel their debts are a heavy burden) measured via Indebted Lives research conducted by the Money Advice Service or the National Survey for Wales.
Fuel poverty or fuel debt	Proportion of people who are in fuel poverty, measured via a new dataset (which would combine data from housing surveys, energy prices and local monitoring data).
Levels of crime and anti-social behaviour	No specific indicator or measure was proposed. It was suggested by some that this could be an alternative to indicator 20 (people feeling safe in their communities).
Children and young people	A new indicator to cover the outcomes achieved by children and young people aged between pre-school age and 15/16 year olds. No specific indicator or measure was proposed.
Physical activity	A few respondents requested that physical activity be developed as a stand-alone indicator (and not grouped into Indicator 3).
Quality of the local environment	Local Environmental Audit and Management System (LEAMS) surveys (which records street cleanliness by measuring litter and adverse environmental quality indicators such as fly-posting, graffiti and dog fouling).
Energy generated from renewable sources	Proportion of energy generated from renewable sources.
Land assessed and remediated	Area of land formally designated as being contaminated in Wales and brought back into beneficial use measured via local authority and NRW records.

⁸ Some respondents suggested that this new indicator could replace the current indicator 15 people satisfied with where they live.

contamination	
Carbon emissions	Carbon emissions per head of population (Total greenhouse gas (GHG) emissions from Wales divided by population).
Farming and food production	A view that it was not covered by any of the indicators but no common indicator or measure was proposed.
Materials Footprint	Total materials used (including imported goods and services).
GDP	Gross Domestic Product.

Source: Old Bell 3 analysis of 171 consultation responses

2.69 It is worth focusing upon the main theme of gender equality which respondents considered to be missing from the list of indicators as strong opinions were conveyed on this matter: ‘the omission of gender in the national indicators is a significant oversight as it is intrinsic to the successful delivery of all sustainable development goals’ (Individual 19). It was commonly recognised that a stand-alone composite indicator ought to be developed to measure gender equality and added to the suite of 40 indicators. It was accepted that this would take time and as such respondents commonly identified two interim indicators which could be adopted for us in the meantime (namely gender pay gap and women’s representation in public life and decision making).

Communicating the national well-being indicators

2.70 A total of 92 respondents suggested ways by which the Welsh Government should communicate the national well-being indicators effectively with the people of Wales.

2.71 Some respondents remarked that the majority of people in Wales did not currently understand the underlying concepts of ‘well-being’ nor the purposes of the Future Generations Act and that a public awareness campaign continued to be needed to explain the intended benefits of the Act. It was also recognised that the general public would not be interested in the whole picture, and that information therefore needed to be prioritised and ‘shortlisted’ (Third Sector 4)

into the findings most relevant to the audience they were being presented too.

- 2.72 A key message was around communicating facts and figures which the general public understands and many responses highlighted the challenge of presenting detailed and data-driven factual information in a way that could be understood. In this respect, it was felt that ‘a picture of progress’ (Public Body 37) needed to be presented, with indicators seen as ‘a connected sequence...of measures that illustrate progress towards well-being goals’.
- 2.73 A constant message conveyed in responses was the need for ‘simplicity’ and clarity’ (Other 5) with a focus on meaningful information conveyed via a ‘contextual approach’ (Public Body 26). In the simplest terms, it was suggested that any communication of progress should demonstrate ‘what it means for Wales and what it means for me’ (Public Body 10) followed by a clear explanation of what action is then needed to make the necessary improvements to the nation’s progress and impact on people’s individual well-being.
- 2.74 Other respondents highlighted how communication of the indicators should be ‘inclusive of all generations’ (Public Body 50) targeting ‘population segments by age/life-stage (Other 6) with communication techniques and approaches adapted appropriately. The role of the Children’s Commissioner to raise awareness amongst children and young people was highlighted in this respect.
- 2.75 In presenting and adapting the communication messages to core audiences, several respondents argued that this should be done collaboratively between Welsh Government and relevant public bodies across Wales. Others remarked on the need to involve businesses and the third sector, and the role of the Future Generations Commissioner was also seen as key to the dissemination process.
- 2.76 A critical issue raised was around the use of different methods to communicate key messages. Several respondents commented on the

need to use diverse communication channels, from the traditional (print media, broadcast media and promotional campaigns) to newer methods such as social media.

- 2.77 There was also a call for the continuation of the national conversation and indeed a call for a similar document to the 'Essentials' guide produced for explaining the Well Being of Future Generations (Wales) Act 2015. Some suggested building on the 'Wales we Want' process which was deemed to have been successful with overall annual reporting, supported by more detailed thematic reporting which could be tailored for specific use with target audiences e.g. business, young people etc.
- 2.78 Using existing sector-specific or local/regional forums, networks and community groups was suggested as a crucial part of the dissemination process, including information placed in community buildings such as GP surgeries, nurseries and local post offices to ensure messages were conveyed to the public effectively.
- 2.79 There was some discussion around publicising the annual results – via Stats Wales or as a 'State of the Nation' report. There was also some consideration as to how local and regional datasets could be collated and presented in a consistent manner with respondents commenting that indicators translated into 'real terms at a local level' would be useful (Public Body 39).
- 2.80 Some concerns were expressed about the communicating of such a large number of indicators - '40 indicators ... is a high volume of data for people to absorb and understand' (Third Sector 4). As such, it was recommended that indicators should be prioritised. Several respondents therefore proposed a two-tier approach to communicating the annual results. Firstly, it was suggested that there should be a small number of simple, headline results each year, possibly concentrating on those where there had been a significant shift. Second-tier indicators would then be published in more complex, detailed reports for use by expert audiences (including the public

bodies contributing to changes in specific indicators, analysts, researchers and policymakers).

- 2.81 While some respondents felt that the seven well-being goals should be used to focus communication on progress, others felt that although the goals were appropriate for use with public bodies, they were too vague to communicate progress effectively to the wider public.
- 2.82 A few of the more innovative methods suggested for presenting information that would be very visual and could be easily digested included the use of interactive maps, infographics, apps and Quick Response (QR) codes at various locations - linking indicators of interest to particular settings. The 'Wellbeing Wheel' developed by the ONS to convey 41 wellbeing measures in a static and interactive format was mentioned several times as an example of good practice in terms of using interactive maps and time series charts. A few respondents also felt that a 'traffic light system' could also be used to effectively communicate progress.
- 2.83 Many responses also felt that there needed to be a strong narrative to explain the results and that the use of qualitative information, presenting 'scenarios' (Public Body 43), 'stories and real life examples' (Individual 10) would help to explain the key milestones, impacts and influences. Several respondents alluded in particular to the animation relating to Megan and her journey through life that was used to promote the Act as a particularly 'informative and accessible' (Public Body 38) approach which was effective in helping to explain the relevance of, and inter-relationship between, various indicators.

3. Responses to Specific Questions

3.1 In this chapter we consider the specific responses to the 11 detailed questions set out in the consultation document (questions 6 – 17) which focus on indicators 03⁹, 23, 24, 25, 26, 31, 33, 34, 39 and 40.

Indicator 03 - Question 6: Do you agree with the proposed approach for measuring the people making healthy lifestyle choices indicator?

- 3.2 Around two-thirds of respondents who responded to the closed question agreed that the proposed approach for measuring how people make healthy lifestyle choices was appropriate. In all, 48 respondents provided a qualitative response to this question.
- 3.3 Overall it was recognised that a composite indicator was preferable, but the biggest concern conveyed was that an improvement to one aspect would not necessarily be evident if it was masked by a deterioration in another aspect. For instance, an increase in the number of non-smokers could be counteracted by a decrease in the numbers drinking sensibly thereby resulting in no net change. As a result, it was commonly requested that data for each component be made available on an ongoing basis. Respondents also questioned whether it would be appropriate to give equal weighting to each indicator and suggested that different weightings should be considered to each behaviour (in light of the fact that some behaviours such as smoking would be more harmful).

Table 3.1: Response to Question 6 (Indicator 3 People making healthy lifestyle choices)

Question	Yes	No	Don't know	No response
Do you agree with the proposed approach for measuring the people making health lifestyle choices indicator?	40	19	11	101

Source: Old Bell 3 analysis of 171 consultation responses

⁹ Two questions focused on this indicator.

- 3.4 The inclusion of physical activity as one element of this indicator was widely discussed by respondents (some 18 in all). Whilst the majority were in favour of its inclusion, a small number of respondents questioned whether it was appropriate to include 'physical activity guidelines' as a measure of this indicator, arguing instead that it ought to be a stand-alone indicator or even combined with indicator 27 (people participate in sports). Concern was voiced that 'consigning it to a very health focussed basket makes it less likely to be taken into account by the public services outside of the health sector' (Third Sector 5).
- 3.5 Several respondents suggested that other measures ought to be included within this indicator. The most commonly cited measures were (a) healthy weight (eight respondents); (b) participation within sporting activity (eight respondents) and (c) access to quality green space (five respondents). A few respondents also questioned the title of this indicator as many other factors, beyond personal choice, were regarded as having an impact upon an individual's ability to adopt these behaviours.
- 3.6 A smaller number of respondents were concerned that the indicator would only measure those with the healthiest behaviours in that 'only a small proportion of the Welsh population would meet the currently proposed threshold of 4 out of 5 behaviours' (Public Body 2). Rather it was suggested that reporting could be based upon the proportions achieving all five behaviours (i.e. from none through to all five) as this was considered to better capture all changes which would have taken place.

Question 7: Do you think that a similar indicator for children making healthy lifestyle choices should be included?

- 3.7 A large majority of respondents who addressed this question agreed that a similar indicator for children making healthy lifestyle choices ought to be included, and recognised that this was in keeping with the focus on the agenda of 'future generations'. It was also generally

accepted that it would be appropriate for the behaviour to be comparable with those being measured among the adult population and in this respect many respondents reiterated points made in response to question 6.

Table 3.2: Response to Question 7 (Indicator 3 People making health lifestyle choices)

Question	Yes	No	Don't know	No response
Do you think that a similar indicator for children making healthy lifestyle choices should be included?	56	10	9	96

Source: Old Bell 3 analysis of 171 consultation responses

3.8 In all, 63 respondents provided a qualitative response to this question - 15 of these thought that a similar indicator, if introduced, would be difficult to measure for one of two reasons. First, it was widely noted that it would be difficult to measure the extent of 'choice' exerted by children given that 'control over healthy lifestyle choices does not always rest with children' (Public Body 8). Indeed, this was a common argument put forward by respondents who did not see much value in introducing such an indicator because of this limitation. Second it was commonly noted that there was currently no appropriate data source which would allow for the annual and local monitoring of such an indicator which was seen as being potentially problematic.

3.9 Physical activity, with outdoor based sports and physical activity – particularly outside the school environment, was by far the most important measure which respondents (some 18 in all) thought ought to be measured should such an indicator be introduced. Other commonly cited measures to be included were thought to be weight (particularly healthy weight in reception year) put forward by some nine respondents and a balanced diet (with fruit and vegetable consumption as well as the consumption of unhealthy foods measured) which was advocated by some five respondents. A smaller

number of respondents also suggested that attendance at school should be included as a behavioural measure.

Indicator 23 - Question 8: Do you agree with the proposal to measure homes free from hazards as an indicator of housing quality?

3.10 In all, 50 respondents expressed an opinion on this question and of these over half disagreed with the proposal to measure indicator 23 (Quality of housing) as the number of homes free from hazards. The strong level of disagreement was mostly voiced by respondents from within the housing community. There were 60 written responses to this question and the views expressed in these echoed the data presented in Table 3.3.

Table 3.3: Response to Question 8 (Indicator 23 Quality of Housing)

Question	Yes	No	Don't know	No response
Do you agree with the proposal to measure homes free from hazards as an indicator of housing quality?	22	28	24	97

Source: Old Bell 3 analysis of 171 consultation responses

3.11 Respondents from the housing community, whilst generally endorsing a proposed indicator covering the housing sector, were particularly vocal that the proposed measurement for this indicator was too narrow. It was widely suggested that 'home free from hazards' was one measure which needed to be considered alongside others which measured the 'quality' of the housing stock in Wales including overcrowding, general state of repair, security of tenure, property rent, affordability, suitability for occupants, access to housing and energy efficiency.

3.12 In the absence of any other existing data source it was acknowledged that the Housing Health and Safety Rating System (HHSRS), which is being proposed as the source for measuring this indicator, was currently the best available option for measuring housing standards. However, it was felt that this source was overly-dominated by the private rented housing sector and under-representative of owner

occupied properties (a tenure which constitutes the largest proportion of housing stock in Wales). Respondents frequently stressed that the data source used for this indicator should be more reflective of the housing stock in Wales including private and social rented sector as well as owner-occupied properties.

- 3.13 It was widely argued that a full housing stock survey would need to be commissioned and conducted in order to adequately measure change against this indicator and it was suggested that this would need to be coordinated at national level. Several respondents suggested that there was a need to consider commissioning a survey similar to the 2008 Living in Wales Property survey or a national stock condition survey (similar to the Scottish approach of using a rolling survey or linking with the current English housing survey). It was considered vital that a new survey should be statistically representative of all housing stock in Wales.
- 3.14 The statement provided by one respondent (Professional Organisation 7) summarises these views succinctly: 'It is generally felt by the housing community in Wales that the proposed measurement for Indicator 23 on 'Quality of Housing' is not a robust measure to accurately capture a representative housing picture in Wales. It has been several years since the last Living in Wales survey was completed and we would urge consideration of a new survey to be developed and completed, to support measurement of this indicator, as a more robust approach than what is being put forward.'
- 3.15 One additional point (raised by some seven respondents in response to question 6) related to issues of measuring fuel poverty. It was suggested that the introduction of this indicator provided an opportunity for measuring the number of households living in fuel poverty and that an appropriate metrics for doing so should be developed.

Indicator 24 - Question 9: Do you think that the indicator should measure households deemed to be homeless rather than those prevented from being made homeless?

3.16 Of those respondents who felt able to comment (45 in all) just over half agreed that this indicator should measure households deemed to be homeless rather than those prevented from becoming homeless. Only 42 respondents provided a written response to this question and an analysis of these qualitative views suggests a somewhat greater level of disagreement. The vast majority of all respondents either did not know or did not respond to this question.

Table 3.4: Response to Question 9 (Indicator 24 Levels of homelessness)

Question	Yes	No	Don't know	No response
Do you think that the indicator should measure households deemed to be homeless rather than those prevented from being made homeless?	25	20	27	99

Source: Old Bell 3 analysis of 171 consultation responses

3.17 An analysis of the qualitative responses suggests that those who agreed (five respondents explicitly stated so) saw this method of measuring the indicator as one which would allow the Welsh Government to report upon the extent of homelessness in Wales, including measuring the number of homeless people who were often considered to be 'out of sight'. In particular, respondents noted that the proposed indicator and its method of measuring was in keeping with the approach adopted for other indicators i.e. it was one which could assess the size of the problem, rather than being an approach which measured the 'impact of the solution', (which preventing homelessness was considered to be).

3.18 However, some of these respondents (as well as several who disagreed) acknowledged that the proposed measure would only provide data for a sub-set of the actual population and would not offer

a comprehensive reflection of the homelessness situation in Wales. A few (four respondents) voiced their concerns that the indicator was too narrow and wouldn't take into account levels of hidden homelessness or rough sleeping for instance. Should the measure be adopted, a few respondents also called for clearer guidance on categorising and defining homelessness to enable better comparison across Wales in the future.

- 3.19 Those respondents who disagreed with the proposed measure offered two main points to justify their views. First, it was argued that the proposed indicator would not capture the success of the implementation of the homeless prevention agenda introduced through the Housing (Wales) Act 2014. Around 14 respondents raised this as an issue. For instance: 'in view of the new legislation and the emphasis that is now placed on prevention, there is a large number of cases that are dealt with by the system but which are never actually deemed homeless, therefore the measure should include those prevented from becoming homeless measuring just those deemed to be statutory homeless will only capture the minority of cases' (Public Bodies 19, 23 and 24, Professional Organisation 19 and Other 6). In light of this new preventative duty, several respondents were also eager to stress that the number of homeless households would reduce in Wales but that this fall would mask the full extent of housing need across Wales should the proposed indicator be adopted.
- 3.20 The second main concern voiced by this group related to the data source itself. It was noted that as the proposed data collection method focused on outcomes rather than households there would be significant potential for double (or even triple) counting.
- 3.21 Generally, this group would welcome an indicator for homelessness which would be assessed against two measures: (i) the number of households threatened with homelessness or prevented from becoming homeless and (ii) those defined as being homeless according to the statutory definition. At least two respondents also

called upon the Welsh Government to consider adopting the rough sleeper count as a measure as well.

Indicator 25 - Question 10: What type of art, culture and heritage activities do you think should be measured in relation to this indicator?

- 3.22 In all, 72 open-ended comments were received in response to this question relating to indicator number 25 'people engaged in arts, culture and heritage'.
- 3.23 Generally, respondents thought that it was important that this indicator measured both 'attendance' and 'participation' activities, and a common view was that 'we welcome the recognition in the proposed measure on both attendance and participation, as these activities are complementary and mutually reinforcing' (Third Sector 29). A smaller number of respondents suggested that the indicator may also need to include 'visiting' activities (e.g. visit to a museum) and a handful thought it important to include 'volunteering' activities relating to arts, culture and heritage also.
- 3.24 There were widespread views as to what 'activities' should be included within the measure for this indicator. Whilst many respondents argued that the indicator ought to be defined in its 'broadest sense' or 'all activities' others argued that a shorter, more meaningful list would be more appropriate for measuring levels of engagement - otherwise there would be a danger that 'a very long list could make this measure meaningless' (Public Body 34). In this respect respondents called for greater clarity as to whether the indicator intended to be very broad or narrow in its definition.
- 3.25 Some respondents questioned the criteria set for measuring this indicator i.e. adults having been engaged in arts, culture and heritage '*at least three times a year*'. A small number thought that this timescale was too infrequent. In light on this issue a handful of respondents suggested that the 'frequency' of engagement could be an additional measure for this indicator.

3.26 Other more general observations, cited by fewer respondents (but by at least two in each case) included the importance of:

- Measuring the language of participation/attendance
- Defining the duration of participation/attendance
- Measuring the engagement of young people and children aged below 16
- Considering online engagement activities e.g. online public records
- Agreeing whether activities needed to be within Wales or not and
- Limiting the subjective nature of interpreting engagement amongst surveyed individuals.

3.27 The vast majority of respondents who addressed this question suggested activities which could be included within this indicator and the most commonly cited are listed in Table 3.5 below.

Table 3.5: Arts, culture and heritage activities identified by respondents

Activity	Number of responses which mentioned activity	Activity	Number of responses which mentioned activity
Museums	22	Dance	22
Theatres	19	Eisteddfodau	18
Music	17	Galleries	15
Heritage/Historic sites	12	Concert	11
Festivals	11	Library	10
Performing art	14	Crafts	7
Drama	7	Craft and craft fairs	7
Cinema or films	6	Archive	5
Natural Heritage	5	Painting	3
Shows (e.g. Royal Welsh)	3	Photography	3
Membership (e.g. Cadw)	3	Literature	3
Acting	3	Opera	3

Source: Old Bell 3 Analysis of 171 consultation responses

- 3.28 A handful of respondents urged the Welsh Government to consider existing definitions or lists which have already been developed and used by the sector as a measure for this indicator. These included (a) the Arts Benchmarking exercise adopted by local authority arts sector in Wales (which has two quantitative measures namely the total number of participations in arts activities per 1,000 head of population and the total number of attendances at arts events per 1,000 head of population); (b) the Arts Council for Wales definition and (c) the composite measure developed by the Office of National Statistics (ONS) covering both engagement and participation in arts and cultural activities.
- 3.29 Very few respondents commented upon the source and method of collecting data to measure this indicator. Of these, some recognised the value of adopting the National Survey for Wales whilst others suggested the option of collecting data directly from venue operators (to gather physical visitor numbers), organisations with responsibility for arts and heritage sites (e.g. Cadw) or membership organisations (e.g. National Trust).

Indicator 26 - Question 11: Do you agree that we should focus on those that actually use Welsh on a regular basis rather than on those that can speak the language?

- 3.30 Of the 58 who responded to this question the large majority agreed that the focus ought to be on those actually using Welsh on a regular basis, rather than on those that can speak the language. A large number (111 respondents) either did not know or provided no direct response to this question. Some 48 respondents provided a qualitative response for question 11 of the consultation document.

Table 3.6: Response to Question 11 (Indicator 25 People using Welsh language in everyday life)

Question	Yes	No	Don't know	No response
Do you agree that we should focus on those that actually use Welsh on a regular basis rather than on those that can speak the language?	41	17	20	93

Source: Old Bell 3 analysis of 171 consultation responses

- 3.31 Respondents agreeing with this proposal argued that measuring the use of Welsh should be the priority for this indicator¹⁰. This group (as well as those who disagreed) generally reinforced the importance of measuring the use of Welsh in different settings (e.g. at home with family, with friends, in the workplace, in the community, via social media etc).
- 3.32 Those who disagreed with this proposal provided detailed justification for their views and tended to be represented by organisations heavily involved in the Welsh language sector. Their main concern related to the reliance upon one indicator to measure progress in this area as they argued it would not provide sufficient evidence for identifying any achievements. It was noted that language use and language ability did not correlate.
- 3.33 Several respondents believed that it would be more appropriate to adopt two indicators to cover the Welsh language – one focused on use (as proposed) and the other on linguistic ability (with ability being measured in a way that could be compared with Census data). One respondent commented that ‘we would argue that two separate indicators are required for the Welsh language: one which would measure progress in terms of Welsh language ability; and another for use. This would follow the clear pattern set by Iaith Pawb¹¹ and would

¹⁰ ‘cytunwn mai defnydd o’r Gymraeg yw’r flaenoriaeth ar gyfer y dangosydd hwn’ (Prof 33)

¹¹ ‘Iaith Pawb: A National Action Plan for a Bilingual Wales’ (Welsh Assembly Government (2003))

enable direct comparison with Census statistics'¹²(Third Sector 48). Adopting this approach, which would be more in line with the targets set in Iaith Pawb, was considered to offer a more robust approach to measuring Welsh language prosperity than that proposed by the consultation document.

- 3.34 More generally, some concern was expressed about the reliance upon data aggregation methods to verify the achievement of this proposed indicator. A few respondents thought that the current offer was unclear and confusing (not least because it involved adopting two formulas for measuring progress amongst both adults and children). A handful of respondents also questioned whether it was appropriate for the indicator to be based on the percentage of children who 'speak Welsh at home', arguing instead that regular use of the language could take place in different settings such as schools.
- 3.35 Some questions were also raised in relation to the appropriateness of adopting the criteria of 'daily' use with a few respondents stating their preference for adopting a less frequent criteria. One respondent argued for instance that: 'we do not agree that the indicator should only focus on those that use Welsh regularly' (Public Body 6) on the basis that this measure would exclude learners and those making occasional use of the language.

Indicator 31 - Question 12: Which approach should be used to measure greenhouse gas emissions?

- 3.36 The consultation document offered three options (A, B and C) for respondents to select as their preferred option. Option C was by far the preferred approach to measuring greenhouse gas emissions as shown in Table 3.7.

¹² Translated from Welsh. The response stated that: '*credwn fod angen dau ddangosydd ar wahan i'r Gymraeg: un sy'n mesur cynnydd o ran gallu pobl yn y Gymraeg; ac un arall o ran defnydd. Byddai hynny'n dilyn patrwm clir strategaeth Iaith Pawb a byddai'n galluogi cymhariaeth glir gydag ystatedau'r Cyfrifiad'*

Table 3.7: Response to Question 12 (Indicator 31 Greenhouse gas emissions)

Preferred approach to measure greenhouse gas emissions	Number
A. Emissions from what we produce in Wales	4
B. Emissions from what we consume in Wales	4
C. A carbon footprint indicator	56
No response	107

Source: Old Bell 3 analysis of 171 consultation responses

- 3.37 There were 69 qualitative responses to this specific question and these confirmed the fact that the vast majority preferred Option C as an approach. Option C was favoured on the basis that it was considered to be the most ‘comprehensive’, ‘rigorous’ and most ‘well considered’ of the three options. For instance: ‘as well as measuring the emissions from what we produce in Wales it is also necessary to measure consumption emissions in order to recognise the global impacts of Wales’ consumption of goods and services’ (Professional Organisation 8). Another respondent added: ‘we must account for the carbon emissions ... irrespective of where the emissions are produced in the world ... the carbon emissions are still our responsibility’ (Public Body 37).
- 3.38 Several respondents also argued that Option C would allow the Welsh Government and its partner organisations to meet the statutory requirements set out in the recent Environment (Wales) Bill (it was noted that the Bill would place a duty upon the Welsh Government to establish and meet targets for reducing greenhouse gas emissions in Wales). It was also noted that this indicator needed to consider the outcomes of the recent Paris climate conference (COP21) agreement.
- 3.39 More broadly, it was widely recognised that Option C would be the most challenging in terms of data collection and significant concerns were expressed around the availability and accuracy of the information and sources which could be used to measure this

indicator. For instance: 'it is questionable as to whether sufficient relevant data actually exists, and if not, the resource that may be required to generate it' (Public Body 9, Professional Organisations 12 and 19). It was also suggested that the data needed to be made available at a very local level in order to be meaningful to the general public. By contrast Option A was considered to be the easiest approach to measure whilst some suggested that Option B would provide the most accurate data set.

- 3.40 A small number of respondents took the view that the proposed Option C was slightly unclear in its current format as it was not, in their view, obvious if this indicator included two measurements to reflect both production and consumption emissions. Generally, these respondents welcomed the use of two such measures, for instance: 'if it is suggesting a combined approach of consumption based reporting and reporting production emissions consistent with the annual reporting on GHG¹³ inventories required of the UK by UNFCCC¹⁴, then we support it' (Third Sector 33).
- 3.41 A few respondents stressed the importance of differentiating this indicator with the outcomes proposed for indicator 38 (global footprint), particularly as it was considered that indicator 38 focused upon the impact of consumption of commodities, goods and services in Wales. In essence, it was assumed by some respondents that indicator 31 would incorporate carbon emissions associated with infrastructure (e.g. water provision and transport) and that further clarification was required for these two indicators.
- 3.42 One concern related to the fact that whilst the indicator was called 'greenhouse gas emissions' the description was thought to be focused on carbon dioxide (CO₂) emissions only, rather than all gases that contribute to greenhouse emissions. It was commented that: 'the three approaches outlined above appear to focus on carbon emissions rather than carbon emission equivalents (CO₂e) which

¹³ Greenhouse gas

¹⁴ United Nations Framework Convention on Climate Change

would represent greenhouse gas emissions entirely' (Professional Organisation 4).

Indicator 32 - Question 13: Do you have a suggestion for how we measure the health of our ecosystems?

3.43 Whilst 27 respondents indicated that they had a suggestion for how to measure the health of our ecosystem (as shown in Table 3.8), 33 respondents, actually provided a qualitative response to question 13 which focused on indicator 32 (healthy ecosystems). A small number of respondents provided a combined response to questions 13 and 14.

Table 3.8: Response to Question 13 (Indicator 32 Healthy ecosystems)

Question	Yes	No	No response
Do you have a suggestion for how we measure the health of our ecosystems?	27	44	100

Source: Old Bell 3 analysis of 171 consultation responses

- 3.44 Two critical points were made by a number of respondents in response to this specific question as they recognised that there was currently no suitable indicator with sufficient robust data available to measure the health of ecosystems.
- 3.45 First, many respondents took the view that this indicator could not be measured by a single measure. Some argued that this was due to the lack of a suitable indicator, for instance 'at present no suitable indicator, with sufficiently robust data, has been identified' (Public Body 44). Others argued that the use of a single measure would be inappropriate as it would 'be a blunt instrument that would be uninformative and insufficiently sophisticated to measuring progress towards the seven well-being goals' (Professional Organisation 20).
- 3.46 Second, several respondents expressed a preference for this indicator to be identified as a headline indicator which would include a suite of sub-indicators covering biodiversity, air, soil and water quality which could be used to provide a 'more rounded' view of the health of

the ecosystem. This would result in indicators 33, 34, 35 and 36 (which cover these themes) becoming sub-indicators for 'healthy ecosystems'.

- 3.47 Much support was conveyed by respondents to Wales Environment Link's response to the consultation document which stated that 'an indicator of ecosystem health is essential, to sit alongside more specific indicators of environmental health. We believe that a headline indicator may be possible for this but it is likely to require more than one metric, or even a supporting suite of indicators to be meaningful' (Professional Organisation 30).
- 3.48 It was noted by a few respondents that there is currently a lack of baseline data in relation to the current semi-natural habitats of Wales and that new surveys (which would need to be appropriately resourced) would be required to provide such data.
- 3.49 Some respondents did provide suggestions for how the health of our ecosystem could be measured and we would direct readers to responses submitted by Other 2, Business 3, Professional Organisation 10, Public Body 8 and Professional Organisation 5 for these.

Indicator 33 - Question 14: Do you have a suggestion for how we measure the variety and abundance of the biodiversity of our natural environment?

- 3.50 Whilst only 20 respondents indicated that they had a suggestion for measuring the variety and abundance of the biodiversity of the natural environment some 35 qualitative responses were provided in response to this question relating to indicator 33 (a biodiverse natural environment).

Table 3.9: Response to Question 14 (Indicator 33 A biodiverse natural environment)

Question	Yes	No	No response
Do you have a suggestion for how we measure the variety and abundance of the biodiversity of our natural environment?	20	45	106

Source: Old Bell 3 analysis of 171 consultation responses

- 3.51 Respondents were very supportive for the inclusion of this indicator as a method of measuring progress against the Act, describing it as a ‘crucial’ indicator. Furthermore, respondents were eager to contribute towards its development as it was widely acknowledged that there was no suitable measure currently available.
- 3.52 A number of similar points were made by respondents for this indicator to those made for question 13 (focused on indicator 32 a healthy ecosystem). These included a view that no single measure could accurately reflect the diversity of the natural environment and that a combination of measures would be favoured. For instance: ‘measuring only one element ... would not provide a holistic picture and could potentially distort the true condition’ (Public Body 43).
- 3.53 As was the case for question 13, it was noted that there was currently a lack of baseline data in relation to the current natural environment of Wales and that new surveys (which would need to be resourced) would be required to provide such data. Likewise, it was also stressed that this indicator needed to be developed in a way which would ensure its alignment with those targets being developed as part of the Environment (Wales) Bill.
- 3.54 At least six respondents suggested that developing a ‘priority species metric’, to include marine species, was necessary in order to be able to measure the biodiversity of the natural environment. These respondents pointed to the work of the Joint Nature Conservation Committee (JNCC) and the Centre for Ecology and Hydrology in developing a similar metric (or metrics) which could be similarly

applied to measuring this indicator. It was also suggested by one respondent that the list of species identified via Section 42 of the Natural Environment and Rural Communities Act 2006 (which lists a sample of species regarded as of principal importance for Wales) could be adopted as a measure for this indicator.

3.55 Several respondents suggested other methods of measuring the biodiverse natural environment of Wales and these included the Botanical Society of the British Isles (BSBI) surveys, the Breeding Bird Survey (BBS), the Countryside Survey, records of wild bird numbers and the number of new broadleaf woodlands created. Respondents also stated the importance of considering the living landscape (connections between people with nature and the environment), levels of high quality green spaces, woodland conservation and the monetisation of ecosystem services within this indicator.

Indicator 34 - Question 15: Do you think the proposed water quality indicator sufficiently measures¹⁵ the benefits of the water environment?

3.56 There were 53 qualitative responses to the question covering indicator 34 on water quality. An analysis of these responses suggests that the majority were broadly in agreement that the proposed indicator sufficiently measured the benefits of the water environment (albeit that only 22 respondents explicitly stated so), as shown in Table 3.9.

Table 3.10: Response to Question 15 (Indicator 34 Water Quality)

Question	Yes	No	Did not specify	No response
Do you think the proposed water quality indicator sufficiently measures the benefits of the water environment? ¹⁶	22	7	24	118

Source: Old Bell 3 analysis of 171 consultation responses

¹⁵ Note that the consultation document adopts the term ‘covers’ rather than ‘measures’.

¹⁶ This question did not ask respondents to indicate ‘yes’ or ‘no’ so the data presented in this table has been based on an analysis of responses received.

- 3.57 It was widely acknowledged that the proposed measure for this indicator had been set at a high and strategic level – this was considered to be both a strength and a weakness of the approach adopted. More broadly, the view of one respondent echoed that of a few others: ‘on balance, we would probably accept that this may be the most appropriate measure, [but] it does have a number of significant drawbacks’ (Business 3).
- 3.58 Two specific improvements to the indicator were suggested by respondents. First, that the measure for this indicator should read ‘percentage of surface water bodies and groundwater bodies achieving good *or better* overall status under the Water Framework Directive’. This change would bring the indicator in line with statutory reporting requirements for the sector. Second, that the indicator should be linked to the well-being goal of ‘A Prosperous Wales’ as this is not currently the case.
- 3.59 At least four respondents argued that the main weakness of the proposed data source (the Wales Framework Directive sourced via Natural Resources Wales) was its over-reliance upon ‘the condition of the larger bodies of waters source for public drinking water supplies, which are of very high quality in Wales’. These representatives went on to argue that the data source was considered to be ‘less representative of the small sources, subject to localised contamination, used for private water supplies’ (Public Bodies 9 and 19, Professional Organisations 11 and 12).
- 3.60 The other commonly cited weakness of this indicator was the lack of consideration to the quality of bathing and drinking water (as is acknowledged within the consultation document). It was suggested that these indicators could be adopted as ‘additional’ or ‘supporting’ measures for this indicator. Aligned to this point, other respondents reiterated views expressed in response to other questions in the consultation suggested that this indicator could be merged with other sub-indicators under the heading of a ‘healthy ecosystem’.

- 3.61 Other considerations raised by respondents related to issues such as:
- the sampling for the proposed measure was considered to be overly focused on waterbodies thought to be at risk of failing, and results would be skewed as a result;
 - the lack of comparability with previous water quality results;
 - the measure fails to identify which land uses contribute most to poor water quality.

Indicator 39 - Question 16: What types of international activities or forms of engagement should be included within this indicator.

- 3.62 Comments from 68 respondents were received in response to this question on indicator 39 (active global citizens).
- 3.63 Comments from 26 respondents focussed on the way this indicator would be measured and, as a consequence of this, the definition of a global citizen. Many felt that by measuring only the number of people 'participating in international activities in developing countries', the indicator was too narrow to adequately reflect the breadth of opportunities to engage at an international level and, in essence, could serve to undermine the definition of a 'global citizen'.
- 3.64 One respondent captured the view of many in describing a global citizen as: 'someone whose understanding of themselves as a citizen is based on a clear awareness of their and their country's place in the world' (Third Sector 3). Therefore, a large majority felt that the indicator should, in some way, measure contributions made through work, volunteering or even charitable donations to international issues by Welsh citizens at home or abroad – 'people do not have to travel in order to be active global citizens' (Individual 14).
- 3.65 A wide variety of international activities and forms of engagement were identified for inclusion within this indicator, the majority of which fall under the broad categories of charity, conservation, culture and education. These included work in the UK and further afield on volunteering programmes, campaigns and fundraising, desk and IT

support, disaster relief and humanitarian support (paid and unpaid) and education programmes.

- 3.66 Other activities or considerations, mentioned by fewer respondents, included supporting fair trade and foreign business links, increasing understanding of climate change, sustainable development and Wales' global footprint, inequality, the degradation of ecosystems, supporting international conferences, and a focus on cultural heritage and Welsh as a minority language.
- 3.67 Having said that, a minority of four respondents felt that including a list of activities such as the ones listed above would devalue the indicator by making it too broad. A handful of respondents suggested that it would be appropriate to re-word the indicator so that it was more aligned with UN Global Sustainable Development Goals in order to make benchmarking more achievable.
- 3.68 At least four respondents also felt that the National Survey for Wales could be a problematic way of measuring this indicator as it was not considered to survey a large enough sample to gather robust data. At least two respondents felt that a narrative approach would be a more effective way of collecting data.
- 3.69 Of those respondents who specifically addressed question 16 two thought it would be sensible to combine this indicator with indicator 40 and three argued that it should be omitted altogether. However, these views were more commonly expressed in response to the general questions posed by the consultation document and indicator 39 (together with indicator 40) were the most commonly cited as candidates either to be merged or removed altogether.

Indicator 40 - Question 17: What are your views on the proposal to provide a narrative explanation on how Wales contributes to international obligations instead of a specific measurement?

- 3.70 Comments from 63 respondents were received in relation to this question on indicator 40 (international responsibilities). At least 38 of these respondents, a clear majority, agreed that a narrative approach

would be the most effective way of gauging how Wales contributes to international obligations and argued that this was an important indicator to be maintained.

- 3.71 There was a general consensus that the topic was too broad to be measured quantitatively and would require an over-complicated approach to analysis. Reflecting the views of the majority, one respondent said: 'we welcome a qualitative narrative that indicates how a globally responsible Wales as a prosperous, resilient, healthy, and equal country, with a cohesive community, a vibrant culture and thriving Welsh language, is contributing internationally' (Public Body 7).
- 3.72 Although supportive of the method chosen in principle, some respondents felt that measures should be put in place to ensure the collection of information relating to this indicator are grounded in sound research. As such, they called for the Welsh Government to be explicit in stating who would undertake this work, how it would be resourced and how it would be measured. Some advocated the development of a list of key international obligations which could be considered when preparing the narrative evidence for this indicator.
- 3.73 A variety of suggestions were provided for the type of international responsibilities which could be considered as part of this indicator. These included responsibilities and remits relating to membership of the UN and the EU, the Welsh Language and the European Charter for Regional and Minority Languages, the Convention of Biological Diversity, Natura 2000, the Water Framework Directive and the Marine Strategy Framework Directive. They also included human rights, children's rights and issues affecting women, trade agreements, education on international responsibilities, the work of Welsh organisations with an international focus, best practice amongst Welsh businesses operating internationally, the international connections of Welsh universities and Wales' contribution to restricting global temperature rise, reducing emissions and carbon footprint.

- 3.74 Three respondents specifically noted that whilst they were supportive of a narrative approach, they failed to see how it would lead to future improvements in the well-being of Welsh citizens. As such, they suggested that the indicator needed to have the capability to demonstrate improved outcomes and greater clarity on how success would be measured. Four respondents took the view that a narrative approach was unsuitable as this would not provide a consistent and objective measure of success over time whilst a further four thought that a quantitative element should be combined with the narrative analysis of this indicator.
- 3.75 Three respondents noted that they would like to see this indicator combined with indicator 39 (several other respondents also indicated this in their response to the general consultation questions). Only one respondent who specifically addressed question 17 argued strongly that this indicator should be omitted altogether (although again several other respondents took this view when responding to the general consultation questions).