

## REPORT OF THE CHIEF EXECUTIVE

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### **SUBJECT: WALES AUDIT OFFICE ANNUAL IMPROVEMENT REPORT 2018-19 AND WELL-BEING OF FUTURE GENERATIONS EXAMINATION AND AUDIT OF PARTNERSHIP AND COLLABORATIONS**

#### Purpose of Report

To receive the Wales Audit Office's reports on:

- (a) the Annual Improvement Report 2018-19, and
- (b) the Well-being of Future Generations examination and audit of partnership and collaborations.

The Wales Audit Office will be attending the meeting to present their reports and take questions.

#### Introduction

The Local Government (Wales) Measure 2009 requires the Auditor General to undertake a forward-looking annual improvement assessment, and to publish an annual improvement report, for each improvement authority<sup>1</sup> in Wales. In addition, he is also required, under the Well-Being of Future Generations (Wales) Act 2015, to assess the extent that public bodies have acted in accordance with the Sustainable Development Principles when:

- setting their Well-being Objectives; and
- taking steps to meet them.

As a part of the audit process, the Wales Audit Office have undertaken a Partnership Survey, which focused on the:

- Local Access Forum; and
- Pembrokeshire Nature Partnership

The findings to both audit projects are attached to this report.

#### **RECOMMENDATION:**

**Subject to any queries raised at the meeting, Members are asked to note:**

- (a) the Annual Improvement Report 2018-19, and**
- (b) the Well-being of Future Generations examination and audit of partnership and collaborations.**

*Author: Tegryn Jones, Chief Executive*

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<sup>1</sup> Improvement authorities are defined as local councils, national parks, and fire and rescue authorities





WALES **AUDIT** OFFICE  
SWYDDFA **ARCHWILIO** CYMRU

# Annual Improvement Report 2018-19

## Pembrokeshire Coast National Park Authority

Issued: April 2019

Document reference: 1202A2019-20



This Annual Improvement Report has been prepared on behalf of the Auditor General for Wales by Nick Selwyn, Steve Frank, Sara Leahy, Matt Brushett and Euros Lake under the direction of Jane Holownia.

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The Auditor General is independent of government, and is appointed by Her Majesty the Queen. The Auditor General undertakes his work using staff and other resources provided by the Wales Audit Office Board, which is a statutory board established for that purpose and to monitor and advise the Auditor General. The Wales Audit Office is held to account by the National Assembly.

The Auditor General audits local government bodies in Wales, including unitary authorities, police, probation, fire and rescue authorities, national parks and community councils. He also conducts local government value for money studies and assesses compliance with the requirements of the Local Government (Wales) Measure 2009.

Beyond local government, the Auditor General is the external auditor of the Welsh Government and its sponsored and related public bodies, the Assembly Commission and National Health Service bodies in Wales.

The Auditor General and staff of the Wales Audit Office aim to provide public-focused and proportionate reporting on the stewardship of public resources and in the process provide insight and promote improvement.

We welcome correspondence and telephone calls in Welsh and English. Corresponding in Welsh will not lead to delay. Rydym yn croesawu gohebiaeth a galwadau ffôn yn Gymraeg a Saesneg. Ni fydd gohebu yn Gymraeg yn arwain at oedi.

This document is also available in Welsh.

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# Summary report

## 2018-19 performance audit work

- 1 To decide the range and nature of the work we would undertake during the year, we considered how much we already know from all previous audit and inspection work and from other sources of information including Pembrokeshire Coast National Park Authority's (the Authority) own mechanisms for review and evaluation. For 2018-19, we undertook improvement assessment work, an assurance and risk assessment project and work in relation to the Wellbeing of Future Generations Act at all authorities. At some authorities, we supplemented this work with local risk-based audits, identified in the Audit Plan for 2018-19.
- 2 The work carried out since the last Annual Improvement Report (AIR), including that of the relevant regulators, is set out in [Exhibit 1](#).

## The Authority is meeting its statutory requirements in relation to continuous improvement

- 3 Based on, and limited to, the work carried out by the Wales Audit Office and relevant regulators, the Auditor General believes that the Authority is likely to comply with the requirements of the Local Government Measure (2009) during 2019-20.

## Recommendations and proposals for improvement

- 4 Given the wide range of services provided by the Authority and the challenges it is facing, it would be unusual if we did not find things that can be improved. The Auditor General is able to:
  - make proposals for improvement – if proposals are made to the Authority, we would expect it to do something about them and we will follow up what happens;
  - make formal recommendations for improvement – if a formal recommendation is made, the Authority must prepare a response to that recommendation within 30 working days;
  - conduct a special inspection, publish a report and make recommendations; and
  - recommend to ministers of the Welsh Government that they intervene in some way.
- 5 During the course of the year, the Auditor General did not make any formal recommendations. However, we have made a number of proposals for

improvement and these are repeated in this report. We will monitor progress against them and relevant recommendations made in our national reports ([Appendix 3](#)) as part of our improvement assessment work.

## Audit, regulatory and inspection work reported during 2018-19

### Exhibit 1: audit, regulatory and inspection work reported during 2018-19

Description of the work carried out since the last AIR, including that of the relevant regulators, where relevant.

Issue date	Brief description	Conclusions	Proposals for improvement
March 2019	<p><b>Well-being of Future Generations Act (Wales) 2015 (WFG Act) examinations</b></p> <p>Examination of the extent to which the Authority has acted in accordance with the sustainable development principle when taking steps to meet wellbeing objective 5: to encourage communities and partners to become more engaged with the National Park?</p> <p>Steps:</p> <ul style="list-style-type: none"> <li>engage communities in an ongoing conversation about the Park to inform the development of the revised National Park Management Plan.</li> </ul>	<ul style="list-style-type: none"> <li>Pembrokeshire Coast National Park Authority has positive examples of how it has taken account of the Sustainable Development Principle when taking steps to encourage communities and partners to become more engaged with the National Park.</li> <li>The Authority has made progress in considering the need to take an integrated approach in delivering its steps. The Authority utilises a well-considered corporate process to consider all its steps.</li> <li>The Authority takes account of the need to collaborate in delivering its steps and this remains a strong area of activity whilst recognising it could do more to develop a clearer strategic framework to manage partnerships and collaborations.</li> </ul>	<p>Whilst our examination did not make any recommendations, our report did set out opportunities for improvement. These include:</p> <ul style="list-style-type: none"> <li>The Authority does not yet have a set of principles or framework to strategically direct partnership activity. A high number of partnerships are in place, mostly a result of organic, historic development or based on taking opportunities to find new sources of funding. The sustainability of some partnerships, and the return on investment that the Authority secures in progress with its own objectives, needs to be appraised and managed to ensure they are sustainable.</li> </ul>



Issue date	Brief description	Conclusions	Proposals for improvement
March 2019	<p><b>Well-being of Future Generations Act (Wales) 2015 (WFG Act) examinations</b></p> <p>Examination of the extent to which the Authority has acted in accordance with the sustainable development principle when taking steps to meet wellbeing objective 5: to encourage communities and partners to become more engaged with the National Park?</p> <p>Steps:</p> <ul style="list-style-type: none"> <li>• through the Authority's engagement action plan develop new ways of engaging with people, including use of online engagement and pop-up events.</li> <li>• work internally and with others, including the Public Services Board to develop innovative solutions to the challenges of rurality.</li> <li>• promote community resilience through engaging communities with projects, volunteering and social action opportunities in the Park. Take a place-based approach and engage new communities in our work.</li> <li>• use the Park's assets to host opportunities for communities to come together and provide opportunities for communities to tell their own stories about the National Park.</li> <li>• deliver an effective planning enforcement service with the support of the community.</li> </ul> <p>As part of this review we also completed a partnership survey and assessed the effectiveness of the Authority's partnership work. The findings of these reviews were reported within our WFG Act examination.</p>	<ul style="list-style-type: none"> <li>• The Authority is progressing well in delivering Steps 1, 2, 4 and 5 but needs to gather richer and more appropriate outcomes data to understand and measure progress in meeting Step 4 regarding improving community resilience.</li> <li>• The Authority understands why and who needs to be involved in developing its work but needs to improve how it involves the full range of community groups.</li> <li>• Systematic long-term planning of availability of resources remains challenging.</li> </ul>	<p>Whilst our examination did not make any recommendations, our report did set out opportunities for improvement. These include:</p> <ul style="list-style-type: none"> <li>• all Members have received refresher training on Well-being of Future Generations Act and the sustainable development principle. However, training is not tailored to individual need/knowledge or address skill gaps eg understanding data.</li> <li>• the Authority has significant scope to integrate policies and plans such as the Countryside Service Action Plan with the Nature Recovery Action Plan.</li> <li>• it is unclear how or whether people in the Park are more resilient and engaged as a result of competing Step 4.</li> </ul>

Issue date	Brief description	Conclusions	Proposals for improvement
November 2018	<p><b>Annual Audit Letter 2017-18</b></p> <p>Letter summarising the key messages arising from the Auditor General's statutory responsibilities under the Public Audit (Wales) Act 2004 and his reporting responsibilities under the Code of Audit Practice. The Annual Audit Letter is in <a href="#">Appendix 2</a> of this report.</p>	<ul style="list-style-type: none"> <li>• The Authority complied with its responsibilities relating to financial reporting and use of resources.</li> <li>• On 14 August 2018, an unqualified audit opinion was issued on the accounting statements confirming that they present a true and fair view of the Authority's financial position and transactions.</li> <li>• The Auditor General is satisfied that the Authority has appropriate arrangements in place to secure economy, efficiency and effectiveness in its use of resources.</li> </ul>	None
<b>Improvement planning and reporting</b>			
June 2018	<p><b>Wales Audit Office annual improvement plan audit</b></p> <p>Review of the Authority's published plans for delivering on improvement objectives.</p>	<ul style="list-style-type: none"> <li>• The Authority has complied with its statutory improvement planning duties.</li> </ul>	None
November 2018	<p><b>Wales Audit Office annual assessment of performance audit</b></p> <p>Review of the Authority's published performance assessment.</p>	<ul style="list-style-type: none"> <li>• The Authority has complied with its statutory improvement reporting duties.</li> </ul>	None

# Appendix 1

## Status of this report

The Local Government (Wales) Measure 2009 (the Measure) requires the Auditor General to undertake a forward-looking annual improvement assessment, and to publish an annual improvement report, for each improvement authority in Wales. Improvement authorities (defined as local councils, national parks, and fire and rescue authorities) have a general duty to 'make arrangements to secure continuous improvement in the exercise of [their] functions'.

The annual improvement assessment considers the likelihood that an authority will comply with its duty to make arrangements to secure continuous improvement. The assessment is also the main piece of work that enables the Auditor General to fulfil his duties. Staff of the Wales Audit Office, on behalf of the Auditor General, produce the annual improvement report. The report discharges the Auditor General's duties under section 24 of the Measure, by summarising his audit and assessment work in a published annual improvement report for each authority. The report also discharges his duties under section 19 to issue a report certifying that he has carried out an improvement assessment under section 18 and stating whether (as a result of his improvement plan audit under section 17) he believes that the authority has discharged its improvement planning duties under section 15.

The Auditor General may also, in some circumstances, carry out special inspections (under section 21), which will be reported to the authority and Ministers, and which he may publish (under section 22). An important ancillary activity for the Auditor General is the co-ordination of assessment and regulatory work (required by section 23), which takes into consideration the overall programme of work of all relevant regulators at an improvement authority. The Auditor General may also take account of information shared by relevant regulators (under section 33) in his assessments.

# Appendix 2

## Annual Audit Letter

Mr Tegryn Jones – Chief Executive  
Pembrokeshire Coast National Park Authority  
Llanion Park  
Pembroke Dock  
Pembrokeshire  
SA72 6DY

**Reference:** 964A2018-19

**Date issued:** 30 November

Dear Tegryn

## Annual Audit Letter Pembrokeshire Coast National Park Authority 2017-18

This letter summarises the key messages arising from my statutory responsibilities under the Public Audit (Wales) Act 2004 and my reporting responsibilities under the Code of Audit Practice.

### The Authority complied with its responsibilities relating to financial reporting and use of resources

It is the Authority's responsibility to:

- put systems of internal control in place to ensure the regularity and lawfulness of transactions and to ensure that its assets are secure;
- maintain proper accounting records;
- prepare a Statement of Accounts in accordance with relevant requirements; and
- establish and keep under review appropriate arrangements to secure economy, efficiency and effectiveness in its use of resources.

The Public Audit (Wales) Act 2004 requires me to:

- provide an audit opinion on the accounting statements;
- review the Authority's arrangements to secure economy, efficiency and effectiveness in its use of resources; and
- issue a certificate confirming that I have completed the audit of the accounts.

### **I issued an unqualified audit opinion on 14 August 2018**

Local authorities in Wales prepare their accounting statements in accordance with the requirements of the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom. This code is based on International Financial Reporting Standards. On 14 August 2018, I issued an unqualified audit opinion on the accounting statements confirming that they present a true and fair view of the Authority's financial position and transactions. The key matters arising from the accounts audit were reported to the Authority in my Audit of Financial Statements report on 13 August 2018.

From 2018-19, the statutory deadline for publication of audited accounts will be brought forward to 31 July. We have worked with the Authority's finance team over the past few years to bring forward the completion of our audit work and anticipate meeting the earlier deadline for 2018-19. We will discuss the target completion and approval timetable with the finance team as part of our planning for the 2018-19 audit.

### **I am satisfied that the Authority has appropriate arrangements in place to secure economy, efficiency and effectiveness in its use of resources**

My consideration of the Authority's arrangements to secure economy, efficiency and effectiveness has been based on:

- audit work undertaken on the annual accounts;
- audit work completed by the Auditor General under the Local Government (Wales) Measure 2009 (the Measure);
- audit work undertaken in response to questions or objections to the accounts raised by electors under the Public Audit (Wales) Act 2004; and
- a review of the Authority's overall financial position.

### **Work undertaken under the Local Government (Wales) Measure 2009**

The Auditor General reports on his responsibilities under the Measure in his Annual Improvement Report. He published the 2018 report on 7 March 2018. This report highlights areas where the effectiveness of these arrangements and where improvements could be made. Although no formal recommendations for improvement were made, the Auditor General highlighted some proposals for improvement that need to be progressed in the current year.

### **Electors' questions and objections**

I received no formal questions or objections to the 2017-18 accounts.

### **Overall financial position**

The Authority's retained reserves have increased significantly, over the past two years, as a consequence of unexpected additional Welsh Government grants received at the year-end. The challenge for the Authority, in the medium term, is application of these

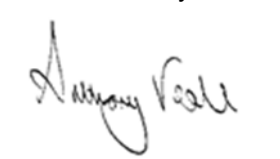
grants within the context of reduced core funding. Careful consideration of reserves balances and how they might be used to support financial plans is particularly important as it is not sustainable to rely on reserves to support ongoing costs. Once reserves have been deleted, other sources of funds or efficiencies must be identified. Further detail of my analysis is included in the appendix to this letter.

**I issued a certificate confirming that the audit of the accounts has been completed on 14 August 2018**

I received no electors' questions or objections in relation to the 2017-18 audit. Having given an audit opinion on the financial statements and concluded on the Authority's arrangements to secure economy, efficiency and effectiveness in its use of resources, I was able to certify that the audit was complete when I issued my audit opinion.

The financial audit fee for 2017-18 is currently expected to be in line with the agreed fee set out in the Annual Audit Plan.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Anthony Veale', is enclosed in a thin black rectangular border.

**Anthony Veale**

**For and on behalf of the Auditor General for Wales**

cc Richard Griffiths, Finance Manager

# Appendix 3

## National report recommendations 2018-19

### Exhibit 3: national report recommendations 2018-19

Summary of proposals for improvement relevant to local government, included in national reports published by the Wales Audit Office, since publication of the last AIR'.

Date of report	Title of review	Recommendation
November 2018	<u>Local Government Services to Rural Communities</u>	R1 Socio-economic change, poor infrastructure and shifts in provision of key services and facilities have resulted in the residualisation of communities in rural Wales. <b>We recommend that the Welsh Government support public bodies to deliver a more integrated approach to service delivery in rural areas by:</b> <ul style="list-style-type: none"><li>• refreshing rural grant programmes to create sustainable financial structures, with multi-year allocations; and</li><li>• helping people and businesses make the most of digital connectivity through targeted and more effective business and adult education support programmes.</li></ul>

Date of report	Title of review	Recommendation
November 2018	<u><a href="#">Local Government Services to Rural Communities</a></u>	<p>R2 The role of Public Service Boards (PSBs) is evolving but there are opportunities to articulate a clearer and more ambitious shared vision for rural Wales (see paragraphs 2.2 to 2.9 and 2.28 to 2.31). <b>We recommend that PSB public service partners respond more effectively to the challenges faced by rural communities by:</b></p> <ul style="list-style-type: none"> <li>• assessing the strengths and weaknesses of their different rural communities using the Welsh Government’s Rural Proofing Tool and identify and agree the local and strategic actions needed to support community sustainability; and</li> <li>• ensuring the Local Well-Being Plan sets out a more optimistic and ambitious vision for ‘place’ with joint priorities co-produced by partners and with citizens to address agreed challenges.</li> </ul> <p>R3 To help sustain rural communities, public services need to think differently in the future (see paragraphs 3.1 to 3.12). <b>We recommend councils provide a more effective response to the challenges faced by rural communities by:</b></p> <ul style="list-style-type: none"> <li>• ensuring service commissioners have cost data and qualitative information on the full range of service options available; and</li> <li>• using citizens’ views on the availability, affordability, accessibility, adequacy and acceptability of council services to shape the delivery and integration of services.</li> </ul>



Date of report	Title of review	Recommendation
November 2018	<u><a href="#">Local Government Services to Rural Communities</a></u>	<p>R4 To help sustain rural communities, public services need to act differently in the future (see paragraphs 3.1 to 3.12). <b>We recommend councils do more to develop community resilience and self-help by:</b></p> <ul style="list-style-type: none"> <li>• working with relevant bodies such as the Wales Co-operative Centre to support social enterprise and more collaborative business models;</li> <li>• providing tailored community outreach for those who face multiple barriers to accessing public services and work;</li> <li>• enhancing and recognising the role of town and community councils by capitalising on their local knowledge and supporting them to do more;</li> <li>• encouraging a more integrated approach to service delivery in rural areas by establishing pan-public service community hubs, networks of expertise, and clusters of advice and prevention services;</li> <li>• enabling local action by supporting community asset transfer identifying which assets are suitable to transfer, and having the right systems in place to make things happen; and</li> <li>• improving community-based leadership by developing networks of interest, training and coaching, and encouraging volunteering.</li> </ul>

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# Pembrokeshire Coast National Park Authority Findings and Conclusions

WFG examination and Audit of Partnership and Collaborations

Steve Frank and Euros Lake

# The Auditor General's responsibilities under the Act

The Auditor General must...

1. Examine public bodies to assess the extent to which they have acted in accordance with the Sustainable Development Principle when;
  - Setting well-being objectives
  - Taking steps to meet them

**Overall question for this Examination:  
To what extent has Pembrokeshire Coast National Park Authority acted in accordance with the sustainable development principle when taking the step towards meeting its well-being objectives?**

# Our Examinations approach

## Our approach included:

- meeting all three NPA Chief Executives to agree our approach and scope the fieldwork
- learning from our WFG pilot work and listening to feedback
- integrating WFG fieldwork with audit of partnerships and collaborations
- integrating fieldwork with LG studies Planning Services study
- reviewing documentation
- carrying out a partnership survey with key partners of two partnerships
- involving the Authority in deciding the two partnerships to be examined and in the design of the survey
- reviewing the Authority website in line with [making-your-service-accessible](#)
- drawing on the knowledge and work of financial audit colleagues

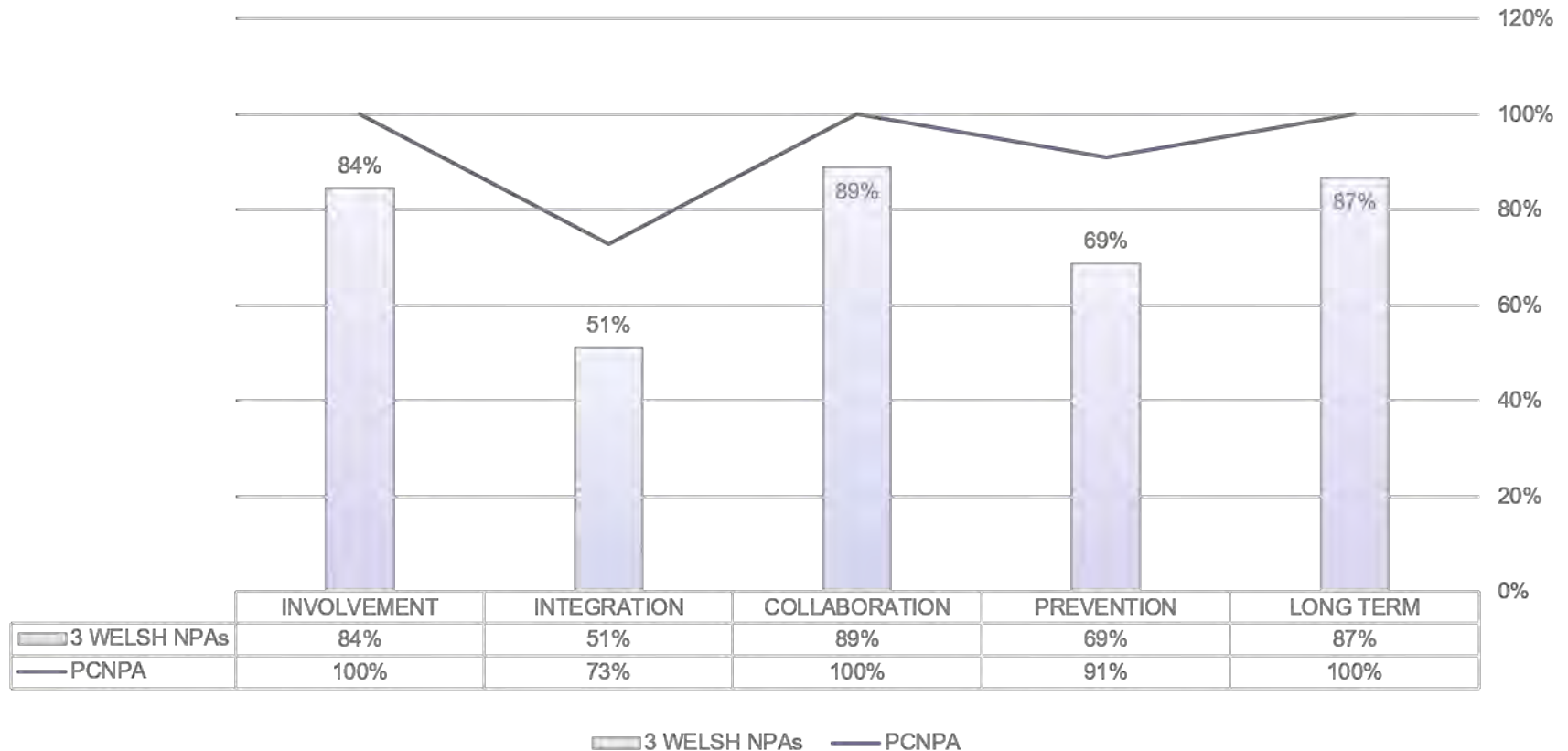
# Pembrokeshire Coast National Park Authority

## Overall conclusions

- Pembrokeshire Coast National Park Authority has positive examples of how it has taken account of the Sustainable Development Principle when taking steps to encourage communities and partners to become more engaged with the National Park
- The Authority has made progress in considering the need to take an integrated approach in delivering its steps. The Authority utilises a well-considered corporate process to consider all its steps.
- The Authority takes account of the need to collaborate in delivering its steps and this remains a strong area of activity whilst recognising it could do more to develop a clearer strategic framework to manage partnerships and collaborations.
- The Authority is progressing well in delivering Steps 1, 2, 3 and Step 5 but needs to gather richer and more appropriate outcome data to understand and measure progress in meeting Step 4 regarding improving community resilience.
- The Authority understands why and who needs to be involved in developing its work but needs to improve how it involves the full range of community groups.
- Systematic long term planning of availability of resource remains challenging.

# Overall conclusion: Five ways of working

- Our survey responses (12/19) provide an indication of partners' perception of how well the Authority is implementing each of the five ways of working.



# Pembrokeshire Coast National Park Authority

## Scope of WFG Examination:

Steps to meet well-being objective 5: *To encourage communities and partners to become more engaged with the National Park.* The steps we examined are:

1. Engage communities in an ongoing conversation about the Park to inform the development of the revised National Park Management Plan.
2. Through the Authority's engagement action plan develop new ways of engaging with people, including use of online engagement and pop up events.
3. Work internally and with others, including the Public Services Board to develop innovative solutions to the challenges of rurality.
4. Promote community resilience through engaging communities with projects, volunteering and social action opportunities in the Park. Take a place based approach and engage new communities in our work.
5. Deliver an effective planning enforcement service with the support of the community.

Our audit of Audit of Partnerships and Collaborations seeks to answer the following question: *'Is the National Park Authority managing partnerships and collaborations sustainably and effectively?'*



# Pembrokeshire Coast National Park Authority

## Corporate arrangements

### Strengths:

- Sound corporate processes allow the Authority to consider how its steps meet corporate objectives, and actively uses its performance management framework and Member committee process to consider and embed the SDP and 5WOW
- Governance actions planned during 2018-19 are included in the Member committee forward programme and in the Annual Governance Statement. All these actions are scoped and profiled against the SDP and 5WOW
- The Authority has a strong evidence base to understand what is working well based on a number of sources such as its work on the new Local Development Plan, the State of Wildlife baseline review, the result of sharing intelligence through the Pembrokeshire Public Service Board, and its mapping of findings of its community engagement work. Long term needs are clearly understood.
- The Authority is working with the Public Services Board to develop innovative solutions to the challenges of rurality. The CEO of the Authority chairs the PSB.
- Our review of a sample of committee reports and minutes from 2018 finds consideration of the NPA's local well-being objectives and national well-being goals when making decisions and approving development proposals

# Pembrokeshire Coast National Park Authority

## Corporate arrangements

### Areas for improvement:

- The Authority does not yet have a set of principles or framework to strategically direct partnership activity. A high number of partnerships are in place, mostly a result of organic historic development or based on taking opportunities to find new sources of funding. The sustainability of some partnerships, and the return on investment that the Authority secures in progress with its own objectives, needs to be appraised and managed to ensure they are sustainable.
- All Members have received refresher training on Well-being of Future Generations Act and the sustainable development principle. However, training is not tailored to individual need/knowledge or address skill gaps e.g. understanding data.
- The Authority has significant scope to integrate policies and plans such as Countryside Service Action Plan with the Nature Recovery Action Plan.
- It is unclear how or whether people in the Park are more resilient and engaged as a result of completing the Step 4.

# Positive indicators for Long term

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

- Clear understanding of 'long term' in the context of the Act
- Step designed to deliver well-being objective/s and contribute to long-term vision
- Step designed to deliver short or medium term benefits, balanced with long-term impact
- Step design based on deep understanding of current and future need, trends and pressures
- Comprehensive understanding of current and future risks and opportunities
- Resources allocated to ensure long term as well as short term benefits
- Focus on delivering outcomes – and where this is long-term, milestones steps identified
- Open to new ways of doing things which could help deliver benefits over the longer term
- Value intelligence and pursue evidence-based approaches

# Overall Conclusions - Long term

The Authority demonstrates a clear understanding of its long term challenges and risks, but recognises it needs to improve its long term workforce planning and how it evaluates long term impact

## Strengths:

- The Authority is seeking to tackle some of the challenges of long term financial sustainability by employing an External Funding Manager and in setting up a Charitable Trust. Senior Members and officers are aware of the big long term challenges that can affect the well-being of people in the Park.
- The Authority is monitoring and reviewing how effectively its steps are meeting short term need, but not long term need.
- Resources have been allocated in line with the Pembrokeshire Coast National Park Authority Corporate and Resources Plan 2018-19 and Medium Term Financial Plan 2017-2022 to ensure delivery of the steps.
- Asset management and procurement planning is focused up to 2022.
- Long term issues to do with Step 4 on community resilience are set out in the Habitat Action Plan 2018 which are well linked to the WFG Act, national indicators, and 5 ways of working. The plan contains a RAG rating of species well-being, stability, condition and trends. Long term challenges are clearly set out with mitigating action in place including work from volunteers and contained in Land Management workplan actions.

# Overall Conclusions - Long term

The Authority demonstrates a clear understanding of its long term challenges and risks, but recognises it needs to improve its long term workforce planning and how it evaluates long term impact

## Areas for improvement:

- The Authority recognises the difficulties it has in planning for the longer term because of the immediate pressures of capacity, and annual grant funding and prioritisation by Welsh Government. As a result some plans are overly focused on short term gains. Despite some exceptions, workforce planning is mostly short term focused.
- All steps are planned in 2018-19 and are ongoing, and will be integrated in the proposed Park Management Plan 2020-2045. Timescales and long term measures for Step 4 on promoting community resilience have scope for clarity
- The Authority's monitoring and evaluation is focussed on judging how effectively all its steps are meeting short term need but not long term impact.
- The Authority's Corporate Governance Principles include focusing on the Authority's purpose, on delivering outcomes for the community including citizens and service users and creating and implementing the vision for the local area. How it will achieve this is set out but actions are short term focused, are not prioritised, assigned responsibilities, or given clear measures of success.

# Positive indicators for Prevention

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

- Seeks to understand root causes of problems so that negative cycles and intergenerational challenges can be tackled
- Sees challenges from a system-wide perspective, recognising and valuing long term benefits they can deliver for people and places
- Allocates resources to preventative action likely to contribute to better outcomes and use of resources even where this may limit ability to meet some short term needs
- Decision-making and accountability arrangements recognise the value of preventative action and accept short term reductions in performance and resources in the pursuit of improved outcomes and use of resources

# Overall Conclusions - Prevention

The Authority has a good understanding of the root causes of problems so that it can prevent things from getting worse but needs to do more demonstrate the overall impact of its prevention work

## Strengths:

- The Authority has a good operational understanding of the nature and type of problems the steps could help prevent from occurring or getting worse. Resources are allocated at an operational level to ensure preventative benefits will be delivered.
- Activity with Step 1 includes involving the public and experts in understanding of the long term future trends and potential behaviour of the unique environmental characteristics of the Milford Haven waterway over the last 25 years. This is helping plan flood defences and re-route shipping to protect endangered sealife.
- Action with Step 2 includes setting up 'pop up' tourist information points in Tenby and Newport.
- Activity with Step 4 includes involving volunteers in maintaining the rights of way network and in introducing an 80/20 split in planned/reactive maintenance on the footpath network. The Authority is improving planning enforcement and is placing it in a stronger position to meet Step 5: Deliver an effective planning enforcement service. This acts as a deterrent to prevent bad development. Performance has improved from the worst in Wales to 7th best.

# Overall Conclusions - Prevention

The Authority has a good understanding of the root causes of problems so that it can prevent things from getting worse but needs to do more demonstrate the overall impact of its prevention work

## Areas for improvement:

- Demonstration of the impact of the Authority's prevention activity remains the weakest area of corporate activity relating to the SDP 5 ways of working - for example with impact on health and wellbeing of outdoor and educational activities. The Authority is monitoring and reviewing how effectively its steps are meeting its objectives but not in terms of prevention as defined in the SDP 5 ways of working.
- Resources are allocated at an operational level to ensure preventative benefits will be delivered. However, how the outcomes of projects and service areas contribute to the Authority's overall prevention agenda could be clearer in corporate documentation.
- Demand management and impact of electronic and remote access to information is not effectively monitored.



# Positive indicators for Integration

What would show a body is taking an ‘integrated’ approach?

- Everyone understands their contribution to delivering vision and well-being objectives
- Everyone understands what different parts of the organisation do and seeks opportunities to work across organisational and public sector boundaries
- Everyone recognises that achieving the vision and objectives depends on working together
- There is an open culture where information is shared
- There is a well-developed understanding of how the well-being objectives and steps to meet them impact on other public sector bodies.
- Individuals proactively work across organisational boundaries to maximise their contribution across the well-being goals and minimise negative impacts
- Governance, structures and processes support this, as do behaviours

# Overall Conclusions – Integration

The Authority is steadily integrating its activity to deliver its objectives and the priorities of the Park Management Plan, but there are opportunities to integrate some internal policies and engagement work alongside partners

## Strengths:

- The Authority's Corporate and Resources Plan for 2018-19 shows clear links between national well-being goals, well-being objectives, steps, and resource allocation. The Plan also links the Authority's two statutory purposes with the sustainable development principles
- Quarterly monitoring of progress with the steps to meet the Authority's wellbeing objectives also includes a narrative on links to the PSB's well-being objectives. In particular to the PSB's Objective 3 - Tackling Rurality, and Objective 4 - Protecting our Environment
- Activity with step 1 on engagement includes development with the Authority's Rights of Way Improvement Plan for Pembrokeshire dated May 2018, and this links and integrates with the Well-being Plan for Pembrokeshire (step 3)
- Action on step 5 includes integrating wildlife and biodiversity work which is increasingly focused on a place-based approach rather than individual species and habitats. Action planning makes it clear how communities can contribute.

# Overall Conclusions – Integration

The Authority is steadily integrating its activity to deliver its objectives and the priorities of the Park Management Plan, but there are opportunities to integrate some internal policies and engagement work alongside partners

## Areas for improvement:

- The Authority's Corporate and Resources Plan for 2018-19 makes links with all national well-being objectives but Members and officers articulate less clear links with the goal for 'A prosperous Wales'
- There is scope to integrate some key plans and activity to ensure the best use of limited resources to deliver Step 1 e.g. Countryside Service Action Plan and Nature Recovery Action Plan
- Scope to integrate efforts to deliver engagement activity includes sharing learning and a forward programme with other partners across the park authority area.

# Positive indicators for Collaboration

What would show a body is collaborating effectively?

- Focus on place, community and outcomes not organisational boundaries
- Understands partners' objectives and their responsibilities, which helps to drive collaborative activity
- Has positive and mature relationships with stakeholders, where information is shared in an open and transparent way.
- Recognises and values the contributions that all partners can make.
- Seeks to establish shared processes and ways of working, where appropriate.

# Partnership Survey

- Pembrokeshire Coast National Park Authority (PCNPA)
  - Pembrokeshire Nature Partnership
  - Local Access Forum
- Brecon Beacons National Park Authority (BBNPA)
  - Sustainable Destination Partnership
  - Waterfall Country
- Snowdonia National Park Authority (SNPA)
  - Partneriaeth Yr Wyddfa
  - Dolgellau Townscape Heritage Project

# Key survey findings: Strategic planning

- 100% of partners feel the Authority demonstrates a good understanding of the local context and environment in which partners work.
- 100% of partners feel that the Authority has a good understanding of partner organisations and their culture.
- It is apparent that the Authority clearly has a positive attitude towards partnership working with 100% of partners who responded to our survey saying this is the case.
- 100% of respondents feel the Authority makes effective contributions to its partnerships.
- Comments made shed further light on partners' views and areas for improvement: *"The officers from the Chief exec through the organisation have long recognised the importance of partnership working and are excellent advocates of this approach. The officers involved... understand the local context and have built up a strong understanding of the issues and the relationships over a number of years."*

# Key survey findings: Clarity of purpose and objectives

- 100% of partners feel there is mutual trust and respect between partners and the NPA
- However, only 54% noted that joint training takes place and has allowed people to develop better working relationships
- 100% feel the NPA involves partners in setting strategic priorities & objectives
- However, only 63% feel the Authority makes it clear who is responsible for various partnership activities
- 81% of partners feel the Authority has an effective approach to meeting the equality and language needs of its partners (e.g. by treating the Welsh and English languages equally)
- Comments suggest the Authority is prioritising and becoming more strategic in its approach – *“We are aware of the financial restraints of the PCNP and that they must prioritise their spending on inclusive projects where possible.”*

# Key survey findings: Supporting partnerships

- Perhaps unsurprisingly, resources and capacity are clearly an issue – only 27% of partners agree that the Authority has sufficient resources to manage partnerships and collaborations.
- However, 54% feel the Authority effectively resources its partnership working within its financial constraints.
- 82% of partners feel the Authority has up-to-date and appropriate formal agreements with partners
- Despite becoming more strategic in its approach, only 36% of partners feel the Authority has agreed appropriate exit, end or change arrangements with partners for partnerships.



# Key survey findings: Managing performance

- 73% of partners feel that the information the Authority collects measures relevant activity.
- Only 45% of partners agree that the Authority has appropriate processes in place to scrutinise and judge partners' performance. However a high degree of "don't know" responses (45%) suggests the Authority could do more to inform partners of how it manages performance.
- 72% agree that the Authority learns from past experiences and effectively integrates this learning to strengthen partnerships and project work.
- 45% agree that the Authority effectively identifies risks associated with partnerships.

# Pembrokeshire Coast National Park Authority Collaboration

## Areas in need of improvement:

- The Authority is not yet monitoring and reviewing whether the collaboration is helping it or its stakeholders meet their well-being objectives
- The Authority has not yet set out its principles of partnership engagement, management, development, funding, risk, measurement, and exit. This is important because some partnerships operate in a challenging financial environment and their long term viability is at risk e.g. The fungi partnership, and Nature Partnership, and because the Authority's capacity is increasingly stretched.
- The Authority has scope for integrating some partnership plans and activity e.g. Countryside Service Action Plan and Nature Recovery Action Plan

# Overall Conclusions – Collaboration

The Authority has a positive track record of working collaboratively but needs to develop a more systematic approach to partnership working to ensure intended outcomes are delivered

## Strengths:

- Collaboration is a priority area indicated in the Authority's Corporate and Resources Plan 2018-19. Partnerships and collaborations increasingly mainstreamed into core business which will help deliver steps 1 and 2
- The Authority benefits from the CEO chairing the Pembrokeshire Public Services Board in line with activity in Step 3. Some duplication of effort is being avoided with partners more suited to leading collaborative activities taking the lead e.g. For example, the FRS is now leading the Fire Management Group, Heritage Guardians Project is now led by PLANED as part of the Preseli Heartlands project, and NRW is leading the flood management prevention task and finish group.
- All three national park authorities share drafts of their corporate plans and joint policy work includes the Together for Health and Well-being, sustainable tourism, and the response to Brexit.
- Examples of collaboration are highlighted in the Corporate and Resources Plan 2018-19 including facilitation of West Wales Nature Based Health Service Network
- Our Partnerships and Collaborations survey finds 95% of partners agree or strongly agree that the Authority contributes to partner's objectives.

# Overall Conclusions – Collaboration

The Authority has a positive track record of working collaboratively but needs to develop a more systematic approach to partnership working to ensure intended outcomes are delivered

## Areas for improvement:

- The Authority is not yet monitoring and reviewing whether the collaboration is helping it or its stakeholders meet their well-being objectives
- The Authority has not yet set out its principles of partnership engagement, management, development, funding, risk, measurement, and exit. This is important because some partnerships operate in a challenging financial environment and their long term viability is at risk e.g. The fungi partnership, and Nature Partnership, and because the Authority's capacity is increasingly stretched.
- The Authority has scope for integrating some partnership plans and activity e.g. Countryside Service Action Plan and Nature Recovery Action Plan
- Our Partnerships and Collaborations survey finds strengths in demonstrating a good understanding of the local context and environment in which partners work, collaboration, mutual trust and respect, involving partners, and in achieving positive outcomes.
- Weaker areas include prioritising partnership work, clarity of roles, resources and capacity, no exit strategies, use of data, and understanding of the final impact of collaborating on well-being.

# Positive indicators for Involvement

What would show a body is involving people effectively?

- Understands who needs to be involved and why
- Reflects on how well the needs and challenges facing those people are currently understood
- Works co-productively with stakeholders to design and deliver
- Sees views of stakeholders as vital information to help deliver better outcomes
- Ensures full diversity of stakeholders is represented and they are able to take part
- Mature and trusting relationships with its stakeholders
- Information is shared with stakeholders in an open and transparent way
- Ensures stakeholders understand the impact of their contribution
- Seeks feedback from key stakeholders which is used to help learn and improve

# Overall Conclusions – Involvement

The Authority understands who needs to be needs to be involved in developing its work and why but could improve how it involves the full range of community groups

## Strengths:

- The Authority has endorsed Participation Cymru's 10 National Principles for Public Engagement in Wales. The Authority is part of the Pembrokeshire Engagement Network and this was used to decide the future delivery of its information services at Tenby and Newport
- The Authority has involved key stakeholders, Members and staff in designing all Steps, particularly Steps 1 and 2. The Authority consulted and engaged the PSB in designing its well-being objectives and supporting step 3
- The Authority can articulate how different community groups and rural communities are involved in collaborations. Examples include involving large national partners such as CADW, the diocese of St Davids, landowners, and farming groups in improving access to the Park in line with Step 1 resulting in a doubling of the accessibility of the coastal path network since 2011.

# Overall Conclusions – Involvement

The Authority understands who needs to be needs to be involved in developing its work and why but could improve how it involves the full range of community groups

## Areas for improvement:

- Equality Plan 2018-21 states that it has found it difficult to collate evidence to demonstrate fair access to and use of services within the National Park.
- Despite involving people with disabilities, young people, the elderly, and the gypsy and traveller community in access issues and in updating the current Corporate and Resources Plan, it is not always clear what impact this involvement has had. The Authority recognises it needs to gather feedback systematically and consolidate the results of ongoing engagement.
- The Authority has sought to learn lessons and improve its approach to involvement through evaluation of reports on the Countryside Land Services review, Walkability project evaluation, and the Stitch in Time project evaluation. The Authority can point to examples of where it has used the results of involvement to shape the development and delivery of steps, however involvement is currently not systematic and overly tactical rather than strategic.
- Mapping methods of engagement, key messages, and methods is being integrated into Step 2 but the impact of this process is unclear

# Next steps

- Present these conclusions to a future meeting of the Authority's Audit and Scrutiny Committee or full Authority meeting.
- We will review progress in how the Authority is responding to the opportunities for improvement as part of the 2019-20 programme of work.