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Implementing the Well Being of Future Generations Act – **Betsi Cadwaladr University Health Board**

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The team who delivered the work comprised Philip Jones and Andrew Doughton.

Contents

The Health Board has made progress in applying the sustainable development principle and the five ways of working, although differences in stakeholder priorities remain.

Summary Report

Background	5
Focus of the work	5
Main findings	6
Opportunities for improvement	7

Detailed Report

Part 1 - Corporate arrangements

The Health Board has made progress in embedding the sustainable development principle in order to do things differently, and this needs to be sustained to deliver the change it wants to see	9
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Part 2 – Examination of the work in relation to ‘Healthy lifestyles – healthy weight’

There are good examples of how the five ways of working are being applied, although differences in stakeholder priorities and long-term funding challenges remain	12
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Long term: There is a clear focus on short term and long-term needs, but the existing funding model is not based on a long-term approach 12

Prevention: Healthy lifestyles – healthy weight is based on prevention and clusters will need to be fully supported to implement this approach 13

Integration: The Live Lab approach has identified potential shared actions to help the Health Board and its partners to address obesity, although the overall approach to integration is not yet systematic 14

Collaboration: Despite effective collaboration, tensions have arisen when organisational priorities are not aligned 14

Involvement: The Health Board recognises the importance of involvement in addressing obesity and that the NHS cannot do so alone 15

Appendices

Appendix 1 – The Step: ‘Healthy lifestyles – healthy weight’	17
Appendix 2 – The Five Ways of Working	19

Summary Report

Background

- 1 In accordance with the Well-being of Future Generations (Wales) Act 2015 (the Act) the Auditor General for Wales (the Auditor General) is statutorily required to examine public bodies to assess the extent to which they have acted in accordance with the sustainable development principle when:
 - a. setting their well-being objectives; and
 - b. taking steps to meet them.
- 2 The Act defines the sustainable development principle as acting in a manner: '...which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs.'
- 3 The Auditor General must provide a report on his examinations to the National Assembly for Wales at least a year before each Assembly election. The first such report must be published by 2020, before the 2021 Assembly election.
- 4 In May 2018, the Auditor General published a preliminary report, '[Reflecting on Year One – How have public bodies responded to the Well-being of Future Generations Act \(2015\)](#)'. He concluded that public bodies support the principles of the Act and are taking steps to change how they work.
- 5 During 2018 and 2019 the Auditor General is undertaking examinations across the 44 bodies covered by the Act to inform his 2020 report to the National Assembly. In developing our approach to undertaking the examinations, we engaged with a range of stakeholders and carried out pilot work during 2017-18. We have also worked closely with the Future Generations Commissioner.
- 6 The preliminary work we undertook in 2017 included a consideration of how public bodies had set their well-being objectives. The principal focus of this work is the way in which public bodies are taking steps to meet their well-being objectives.
- 7 We undertook our review at Betsi Cadwaladr University Health Board (the Health Board) during March to July 2019.

Focus of the work

- 8 We reviewed the extent to which the Health Board is:
 - applying the sustainable development principle and the five ways of working in order to do things differently;
 - embedding the sustainable development principle in core arrangements and processes; and
 - involving and working with citizens and stakeholders to deliver its well-being duty.
- 9 We carried out a high-level review of how the Health Board has continued to develop its corporate arrangements since our baseline work in 2017, to inform the Auditor General's year one commentary in 2018. We also examined the extent to

which the Health Board is acting in accordance with the sustainable development principle and applying the five ways of working through a step being taken to meet a well-being objective. Specifically, we examined 'Healthy Lifestyles – Healthy Weight,' an initiative to support people to make the right choices to improve their health (described in [Appendix 1](#)).

- 10 [Exhibit 1](#) summarises the five ways of working as defined in the Welsh Government's 'Well-being of Future Generations (Wales) Act 2015 – The Essentials' document¹. [Appendix 2](#) outlines positive indicators for each of the five ways of working that we have identified and used as part of our examination.

Exhibit 1: the 'five ways of working' as defined by the Welsh Government

The Five Ways of Working
Long-term - The importance of balancing short-term needs with the need to safeguard the ability to also meet long-term needs.
Prevention - How acting to prevent problems occurring or getting worse may help public bodies meet their objectives.
Integration - Considering how the public body's well-being objectives may impact upon each of the well-being goals, on their other objectives, or on the objectives of other public bodies.
Collaboration - Acting in collaboration with any other person (or different parts of the body itself) that could help the body to meet its well-being objectives.
Involvement - The importance of involving people with an interest in achieving the well-being goals and ensuring that those people reflect the diversity of the area which the body serves.

- 11 This report sets out our findings on the Health Board's corporate approach to embedding the sustainable development principle and how the five ways of working, have been applied through its work on 'Healthy lifestyles – healthy weight' (the step).

Main findings

- 12 Our examination found that **the Health Board has made progress in applying the sustainable development principle and the five ways of working, although differences in stakeholder priorities remain.**
- 13 We reached this conclusion because:
- the Health Board has made progress in embedding the sustainable development principle in order to do things differently, and this needs to be sustained to deliver the change it wants to see; and

¹ [Well-being of Future Generations \(Wales\) Act 2015, The Essentials](#) provides a summary of the key elements of the Act.

- there are good examples of how the five ways of working are being applied, although differences in stakeholder priorities and long-term funding challenges remain.

14 Our findings are discussed in detail in the following sections of this report.

Opportunities for improvement

- 15 As the main provision of the Act came into force in 2016, it is inevitable that public bodies will need time to fully effect that change. We recognise that this is a transition period and that all public bodies are on a learning path.
- 16 We presented our findings to the Health Board at a workshop of key representatives involved in the work on ‘Healthy lifestyles – healthy weight’ in July 2019. At this workshop the Health Board considered our findings on the ‘step’, identified opportunities for improvement and began to consider a more detailed response.
- 17 **Exhibit 2** sets out the Health Board’s opportunities for improvement (I), which are intended to support continued development and embedding of the sustainable development principle and five ways of working.

Exhibit 2: opportunities for improvement.

Opportunities for improvement	
Long-term	
I1	Explore opportunities to move towards a long-term funding model to help secure the implementation of new service models.
Prevention	
I2	Continue to support primary care clusters so that they can lead and drive population health improvement, wellbeing and prevention goals.
I3	Continue to monitor and review existing and future outcome measures for the ‘Healthy lifestyles – healthy weight’ programme to ensure ongoing effectiveness as the programme develops.
Integration	
I4	Systematically identify ways in which the different stakeholders in ‘Healthy lifestyles – healthy weight’ can align and integrate their respective work.
Collaboration	
I5	Define the impact of unhealthy weight in a broader sense to stakeholders so that they are aware of the possible future impact on demand for their services.

- 18 The Health Board's management response will be inserted as **Appendix 3** once developed and agreed. The final report will be published on the Wales Audit Office website after consideration by the Board or a relevant board committee.

Detailed Report

Part 1 – Corporate arrangements

The Health Board has made progress in embedding the sustainable development principle in order to do things differently, and this needs to be sustained to deliver the change it wants to see

- 19 Prior to examination of work in relation to ‘Healthy lifestyles – healthy weight’ we wanted to understand how the corporate arrangements support delivery of that work.
- 20 The Health Board’s Annual Progress Report on the Well-being of Future Generations Act was presented to the Board in July 2018. It was developed to be read alongside other progress reports for the Board, including the Living Healthier, Staying Well strategy; the Board Annual Report for 2017-18; the Annual Quality Statement; and the partnership plans published by the Regional Partnership Board and the four Public Services Boards. The Board intends that the Annual Progress Report will be complementary to these other documents, to help illustrate progress in the alignment of objectives and general consistency of approach.
- 21 The Health Board presented an updated view of progress towards its well-being objectives in its submission of a self-reflection tool for the Future Generations Commissioner’s Office in early 2019. It gives positive examples of progress and acknowledges areas where there is more to do (see examples in [Exhibit 3](#)).
- 22 In particular we wanted to understand whether the Health Board is responding to the sustainable development principle and the five ways of working by:
 - doing things differently to deliver change;
 - developing core arrangements and processes; and
 - involving citizens and stakeholders.
- 23 Our findings are set out in [Exhibit 3](#).

Exhibit 3: embedding the sustainable development principle and the five ways of working

Doing things differently to deliver change

The Health Board was able to provide examples that show it is making progress towards applying the sustainable development principle but recognises that this progress needs to be sustained to deliver the change it wants to see

- Attention is given to the Future Generations agenda by the Health Board’s chairman and the executive team is helping to embed the approach. Senior staff described how the five ways of working is becoming a routine part of work at the corporate level. Papers received by the Finance and Performance Committee and the Quality, Safety and Experience Committee provided examples of where this has taken place.

- The Public Health outcomes framework is focussed, amongst other things, on prevention and the long-term. Directors work with staff in teams across the Health Board area in North Wales to reinforce this focus. We saw this reflected in the Health Board’s Sustainability Report (2019) and the interim LiveLab Report (February 2019).
- Interviewees told us that changes of approach in response to the Well-being of Future Generations Act in the Health Board and at a national level in Wales are having a positive impact on how well the sustainable development principle and the five ways of working are applied. They regarded the approval of allocations from the Transformation Fund as a positive step in this respect.
- Some organisational objectives are moving closer together across partner organisations, although difference remain and it was acknowledged that there is more to do. This issue is discussed further in Part 2 of this report.

Developing core arrangements and processes

There are tangible examples of how the Health Board is developing its core arrangements and processes in support of the sustainable development principle

- The Health Board has established a requirement for the five ways of working to be considered as part of:
 - the terms of reference for formal committees,
 - papers submitted to committees; and
 - procedures and policies.
- The Health Board reported that partnership arrangements are focussing increasingly on the sustainable development principle.
- The Well-being of Future Generations approach has been accounted for in a full revision of the Health Board’s annual report and annual performance report.
- The Health Board has further embedded sustainable development as an enabling principle in its clinical strategy, ‘Living Healthier, Staying Well’. This has been made explicit during the progress made with the step, as set out in Part 2 of this report.
- The need to invest to save, as an approach to planning, is clearly supported by the executive team. This has resulted in the inclusion of preventative elements in the Orthopaedic Plan and a focus on upstream preventative work as part of the development of stroke services.

Involving citizens and stakeholders

The Health Board recognises the need for innovative approaches to involving and working with citizens and stakeholders in relation to the requirements of the Well-being of Future Generations Act, and there are examples of how this is developing

- Interviewees commented that consideration of the Well-being of Future Generations Act is expected as part of conversations with citizens and stakeholders. A wide array of well-being ‘assets’ have been included as part of involvement activities and conversations.
- An extensive engagement programme is ongoing, with Health Board representatives going out to existing groups and meeting places to engage on service developments. The engagement team has undergone training on best practice, along with staff in the planning and strategy team. The engagement team has developed engagement practitioners’ networks to which anyone involved in engagement is invited.
- The four PSBs across the Health Board area are developing their role in this respect. Each has environment on their agenda, and they are starting to work more closely together on these issues. There are some shared members across the RPB and PSBs, which assists with communication. There is a view that this needs to go further.
- Under the Social Services Well Being Act the Health Board has developed the “what matters” conversation with individuals, enabling greater collaboration on service development. In

addition, the North Wales Social Value Forum is working to support and enable the promotion of social value, in line with the duties of Social Services Well-being Act.

- The development of stroke services is being achieved through co-production with stakeholders and other partners.

Part 2 - Examination of the work in relation to 'Healthy lifestyles – healthy weight'

There are good examples of how the five ways of working are being applied, although differences in stakeholder priorities and long-term funding challenges remain

24 We examined the Health Board's work on the step 'Healthy lifestyles – healthy weight' to demonstrate how the Health Board is acting in partnership with other local stakeholder organisations to support people to make informed choices in relation to their own health, and to promote better population health overall. The work aims to reduce health inequalities, particularly by focussing support on the communities that need it most. One of the priorities of the partnership work is to establish lifestyle services to support health and well-being, a key element of which is to help people achieve a healthy weight and to stay active. Further information on the step is set out in [Appendix 1](#).

Long-term: There is a clear focus on short term and long-term needs, but the existing funding model is not based on a long-term approach

25 We looked for evidence of:

- a thorough understanding of current and long-term needs and the associated challenges and opportunities;
- planning over an appropriate timescale;
- resources allocated to ensure long-term benefits; and
- appropriate monitoring and review.

26 We identified the following strengths:

- the Public Health Team and the Health Improvement & Inequalities Team are planning to deliver long-term outcomes in relation to healthy weight through a programme of work; for example, maternal obesity, Healthy School, Let's Get North Wales Moving; and
- solutions have involved engaging people to make changes to individual and community behaviour, which are intended to translate into enduring improvements in well-being.

27 We identified the following learning points:

- short term funding for pilot projects often means that there is a lack of certainty about the potential to mainstream the work; for example, the third sector funding model is variable (e.g. over 1, 2, or 3 years);

- the Health Board recognised that there are opportunities to get more value from the third sector (20,000 third sector organisations in North Wales), perhaps by ensuring their contribution to pooled funding discussions;
- few third sector organisations focus on 'healthy weight' but this is evolving with social prescribing and the Conwy connect 3rd sector breast feeding initiatives given as examples; and
- there is a need to drive collective longer-term planning through support from all relevant stakeholders at regional or sub-regional levels. Clusters are providing opportunities to work across sectors.

Prevention: Healthy lifestyles – healthy weight is based on prevention, and clusters will need to be fully supported to implement this approach

28 We looked for evidence of:

- a thorough understanding of the nature and type of problem the step could help prevent from occurring or getting worse;
- resources allocated to ensure preventative benefits will be delivered; and
- monitoring and review of how effectively the step is preventing problems from occurring or getting worse.

29 We identified the following strengths:

- corporate and project staff understand the root causes of obesity and the relationships between them, and their work is firmly evidence-based;
- the life-style programme is improving outcomes for pre-operative patients with evidence of reductions in surgery as a result of healthier behaviours;
- recognition of the importance of the WFGA in developing preventative measures; and
- the Transformation Fund role in enabling this preventative approach.

30 We identified the following learning points:

- clusters have a key role in supporting preventative work, although they are not yet fully supported to deliver this approach; and
- monitoring and review of outcome effectiveness will be essential as the programme of work develops.

Integration: The Live Lab approach has identified potential shared actions to help the Health Board and its partners to address obesity, although the overall approach to integration is not yet systematic

- 31 We looked for evidence of consideration of:
- how this step could contribute to the seven national well-being goals;
 - how delivery of this step will impact on the Health Board's well-being objectives and wider priorities; and
 - how delivery of this step will impact on other public bodies' well-being objectives.
- 32 We identified the following strengths:
- local stakeholders are learning together and thinking about how services can be integrated; and
 - the Health Board, its partners and the public worked on the 'Live Lab'² approach and have issued an interim report which sets out shared actions to address obesity and the well-being agenda.
- 33 We identified the following learning point:
- integration is not yet being systematically considered by stakeholders, and has to some extent been opportunistic rather than planned.

Collaboration: Despite effective collaboration, tensions have arisen when organisational priorities are not aligned

- 34 We looked for evidence that the Health Board:
- has considered how it could work with others to deliver the step (to meet its well-being objectives, or assist another body to meet its well-being objectives);
 - is collaborating effectively to deliver the step; and
 - is monitoring and reviewing whether the collaboration is helping to meet its well-being objectives and those of other stakeholders.
- 35 We identified the following strengths:
- Let's Get Moving North Wales establishes a shared physical activity agenda with individual organisational priorities;
 - stakeholders have started to recognise that they have a part to play in the 'healthy weight' agenda, for example, through sports and leisure activities; and

² [Live Labs](#) are one of the ways in which the Future Generations Commissioner for Wales is providing advice and assistance to public bodies.

- collaboration is particularly forthcoming where stakeholders can clearly see a role for themselves.

36 We identified the following learning points:

- while collaboration has increased, it is not yet embedded at all levels of working;
- the Health Improvement and Inequalities Transformation Group is focussing on addressing 'Level 1' obesity with a multi-partner approach. However, there is a need to consider whether 'healthy weight' is the best way to frame the work in this area. For example, the focus could be around economic impact, pensions, environmental impact etc; and
- the Health Board's traditional focus has been towards acute and clinical interventions once obesity has become a problem. It still needs to use its resources to address the latter and this creates some tension when trying to collaborate with other stakeholders around prevention.

Involvement: The Health Board recognises the importance of involvement in addressing obesity and that the NHS cannot do so alone

37 We looked for evidence that the Health Board has:

- identified who it needs to involve in designing and delivering the step;
- effectively involved key stakeholders in designing and delivering the step;
- used the results of involvement to shape the development and delivery of the step; and
- sought to learn lessons and improve its approach to involvement.

38 We identified the following strengths:

- the involvement of previous service users in the delivery of the programme has received very positive feedback, as they can use their personal experience to make the approach more relatable to other service users;
- Live Lab identified a 'hotspot' in Llanrwst. As a result, the Health Board plans to develop a local partnership of public, private, voluntary and community organisations and local people to create and launch Llanrwst as a "Healthy Village and Community" with a campaign to change the narrative around healthy living; and
- the Health Board is targeting a cross-section of the community to train groups to act as champions and to disseminate and promote information about the 'Healthy living – healthy weight' agenda.

39 We identified the following learning points:

- the challenge of balancing large-scale population-based programmes versus those focussed on individuals;

- in addition to doing their job, staff members can have a wide personal impact on their communities so their involvement in initiatives can be a powerful means of promotion; and
- there is scope for further championing of the WFGA approach amongst medical staff.

Appendix 1

The Step

Information provided by the Betsi Cadwaladr University Health Board on the step: Work in relation to 'Healthy lifestyles – healthy weight'

Explanation of the step

We want to work in partnership to support people to make the right choices and to promote population health. Reducing health inequalities is an important part of this plan. We want to support the communities that need it the most.

One of our priorities is to establish lifestyle services to support the people of North Wales to make informed choices about their health and well-being. Within this, supporting people to achieve a healthy weight and stay active is a key element. The Five Ways to Well-being³ provide another approach through which to frame the importance of this work.

Why is the Health Board doing this?

In our long-term strategy, Living Healthier, Staying Well, we identified the need to focus on helping people make healthy lifestyle choices. We looked at the evidence in Making a Difference: Investing in Sustainable Health and Well-being for the People of Wales (Public Health Wales, 2016). People told us in the discussions we had about what's important that we should focus more on supporting people to manage their own health and well-being.

What is the Health Board doing to achieve this step?

We established a Health Improvement and Inequalities Transformation Group. This group has been working to identify and lead a programme of work to support healthy weight. Some examples are as follows:

Area	Examples of work
Being active	Let's Get Moving North Wales, partnership work with Sports North Wales, Local Authorities and others Work with Disability Sport Wales
Green health	Looking at the links between green and open spaces, and health & well-being

³ The Five Ways to Well-being are a set of evidence-based messages aimed at improving the mental health and well-being of the whole population. They were developed by the New Economics Foundation from evidence gathered in the Foresight Mental Capital and Wellbeing project (2008).

Social prescribing	The Made in North Wales network developed an asset-based approach to well-being
Healthy diet and healthy weight	<p>Healthy Schools initiatives, a “Live Lab” initiative supporting children and young people, weight management services, the Lifestyle Programme supporting the orthopaedic pathway</p> <p>Training of midwives and health visitors to support families around health lifestyles</p> <p>Launch of infant feeding programme and child measurement programme</p>
Supporting our staff	Staff health and well-being initiatives, and achievement of the Gold and Platinum Health at Work

Appendix 2

The Five Ways of Working

The table sets out 'positive indicators' for each of the five ways of working that we have identified and used to help inform our assessments of the extent to which bodies may be applying the sustainable development principle. We do not intend the indicators to be used as a 'checklist'. We have used them as 'indicators' to help us to form conclusions, rather than 'determinants' of the extent to which a body is acting in accordance with the sustainable development principle in taking steps to meet its well-being objectives.

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

- There is a clear understanding of what 'long-term' means in the context of the Act.
- They have designed the step to deliver the well-being objectives and contribute to their long-term vision.
- They have designed the step to deliver short or medium-term benefits, which are balanced with the impact over the long-term (within the project context).
- They have designed the step based on a sophisticated understanding of current and future need and pressures, including analysis of future trends.
- Consequently, there is a comprehensive understanding of current and future risks and opportunities.
- Resources have been allocated to ensure long-term as well as short-term benefits are delivered.
- There is a focus on delivering outcomes, with milestones/progression steps identified where outcomes will be delivered over the long-term.
- They are open to new ways of doing things which could help deliver benefits over the longer term.
- They value intelligence and pursue evidence-based approaches.

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

- The body seeks to understand the root causes of problems so that negative cycles and intergenerational challenges can be tackled.
- The body sees challenges from a system-wide perspective, recognising and valuing the long-term benefits that they can deliver for people and places.
- The body allocates resources to preventative action that is likely to contribute to better outcomes and use of resources over the longer-term, even where this may limit the ability to meet some short-term needs.
- There are decision-making and accountability arrangements that recognise the value of preventative action and accept short-term reductions in performance and resources in the pursuit of anticipated improvements in outcomes and use of resources.

What would show a body is taking an 'integrated' approach?

- Individuals at all levels understand their contribution to the delivery of the vision and well-being objectives.
- Individuals at all levels understand what different parts of the organisation do and proactively seek opportunities to work across organisational boundaries. This is replicated in their work with other public bodies.
- Individuals at all levels recognise the cross-organisation dependencies of achieving the ambition and objectives.
- 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.

What would show a body is collaborating effectively?

- The body is focused on place, community and outcomes rather than organisational boundaries.
- The body has a good understanding of partners' objectives and their responsibilities, which helps to drive collaborative activity.
- The body has positive and mature relationships with stakeholders, where information is shared in an open and transparent way.
- The body recognises and values the contributions that all partners can make.
- The body seeks to establish shared processes and ways of working, where appropriate.

What would show a body is involving people effectively?

- Having an understanding of who needs to be involved and why.
- Reflecting on how well the needs and challenges facing those people are currently understood.
- Working co-productively, working with stakeholders to design and deliver.
- Seeing the views of stakeholders as a vital source of information that will help deliver better outcomes.
- Ensuring that the full diversity of stakeholders is represented, and they can take part.
- Having mature and trusting relationships with its stakeholders where there is ongoing dialogue and information is shared in an open and transparent way.
- Ensure stakeholders understand the impact of their contribution.
- Seek feedback from key stakeholders which is used to help learn and improve.

Appendix 3

The Health Board's management response to improvement opportunities

The Health Board's management response will be inserted here. This appendix will form part of the final report to be published on the Wales Audit Office website once the report has been considered by the Board or a relevant board committee.

- 40 The Health Board considered our findings at the workshop held in July 2019 and agreed a number of improvement opportunities regarding work in relation to 'Healthy lifestyles – healthy weight'. The following table presents the actions that the Health Board has identified in response.

Opportunities for improvement		Actions, responsibilities, timescales
Long-term		
I1	Explore opportunities to move towards a long-term funding model to help secure the implementation of new service models.	
Prevention		
I2	Continue to support primary care clusters so that they can lead and drive population health improvement, wellbeing and prevention goals.	
I3	Continue to monitor and review existing and future outcome measures for the 'Healthy lifestyles – healthy weight' programme to ensure ongoing effectiveness as the programme develops.	
Integration		
I4	Systematically identify ways in which the different stakeholders in 'Healthy lifestyles – healthy weight' can align and integrate their respective work.	
Collaboration		
I5	Define the impact of unhealthy weight in a broader sense to stakeholders so that they are aware of the possible future impact on demand for their services.	

- 41 We will monitor the Health Board's progress in implementing these actions, and the extent to which they address the issues we have identified in our findings, through our future programmes of work.

Wales Audit Office
24 Cathedral Road
Cardiff CF11 9LJ

Tel: 029 2032 0500
Fax: 029 2032 0600
Textphone: 029 2032 0660

E-mail: info@audit.wales
Website: www.audit.wales

Swyddfa Archwilio Cymru
24 Heol y Gadeirlan
Caerdydd CF11 9LJ

Ffôn: 029 2032 0500
Ffacs: 029 2032 0600
Ffôn testun: 029 2032 0660

E-bost: post@archwilio.cymru
Gwefan: www.archwilio.cymru