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Auditor General for Wales

Well-being of Future Generations: An examination of **Amgueddfa Cymru's** engagement activities

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Mae'r ddogfen hon hefyd ar gael yn Gymraeg. This document is also available in Welsh.

The team who delivered the work comprised Adam Marshall and Emma Woodcock.

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Summary report

Summary

Why we undertook the Examination

- 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 setting their well-being objectives and 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 During 2018-19 the Auditor General is undertaking examinations across the 44 bodies covered by the Act to inform his report to the National Assembly.
- 5 In May 2018, the Auditor General published his 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.
- 6 In developing our approach to undertaking the examinations during 2018-19 we engaged with a range of stakeholders including through our pilot work during 2017-18. We also worked closely with the Future Generations Commissioner.
- 7 As the preliminary work in year one 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.
- 8 The findings in this report are based on fieldwork that we undertook during the period February to July 2019. We ran an initial workshop with staff from Amgueddfa Cymru in February 2019, which explored how each of the five ways of working had been applied. We reviewed key documents and undertook interviews with staff from Amgueddfa Cymru and external stakeholders and partner organisations.
- 9 This report sets out the findings from our examination of Amgueddfa Cymru’s engagement activities, a step Amgueddfa Cymru is taking to meet its well-being objectives. The report also sets out Amgueddfa Cymru’s response to our findings.

What we examined

- 10 We examined the extent to which Amgueddfa Cymru is acting in accordance with the Sustainable Development Principle in the development and delivery of its engagement activities.
- 11 Engagement is critical to Amgueddfa Cymru's operations and its vision, 'Inspiring People, Changing Lives', includes a focus on improving participation and engagement with its museums and promoting cultural democracy.
- 12 Amgueddfa Cymru cited a number of projects that were an important part of its engagement work where use of the Sustainable Development Principle could be demonstrated. These included its involvement in the Fusion project, a Welsh Government initiative with the objective of preventing cultural exclusion; the recent redevelopment of St Fagans National Museum of History; its extensive collaboration with third and public sector partners to deliver activities aimed at a wide range of people; and, as the largest provider of learning outside the classroom in Wales, its work with schools.
- 13 Amgueddfa Cymru will be able to apply any findings from this examination to their ongoing Hands on Heritage project, the objective of which is to increase participation and involvement of younger people with Amgueddfa Cymru.
- 14 In order to act in accordance with the Sustainable Development Principle public bodies must take account of the following 'ways of working':

Exhibit 1: the 'five ways of working'

The table below sets out the 'five ways of working' as defined in the Welsh Government's 'Well-being of Future Generations (Wales) Act 2015 The Essentials'¹ document.

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.

¹ Well-being of Future Generations (Wales) Act 2015 The Essentials, Welsh Government (2015)

The Five Ways of Working

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.

- 15 Our examination found that: **Amgueddfa Cymru has demonstrated commitment to the Well-being of Future Generations Act and has applied the Sustainable Development Principle to some engagement activities but it recognises that it could more proactively apply and embed the five ways of working throughout its engagement programme.**

Detailed report

Part One: Examination Findings

Amgueddfa Cymru understands that it must continue to represent and remain relevant to the people of Wales and its long-term engagement vision reflects this. There is an opportunity to make better use of data and set out a longer-term engagement plan

What we looked for

- 16 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.
- 17 Our examination was also informed by the positive indicators for the 'long-term' that we have identified and used as part of this examination.²

What we found

- 18 We identified the following strengths:
- officers understand that for Amgueddfa Cymru's engagement activities to remain successful over the long-term they must continue to represent and remain relevant to the community as it evolves over time;
 - an example of consideration of both long and short-term need is the redevelopment of St Fagans National Museum of History where the quality of the design was kept high throughout and planned so that spaces and galleries could be added to and developed by future generations;
 - there is a clear vision underlying Amgueddfa Cymru's engagement activities. It wants to be inclusive and to advocate cultural democracy through enabling people to access their cultural rights;
 - Amgueddfa Cymru has a Community Engagement Strategy and Action Plan in place and is aspiring to lead the way in reframing the role museums have in society by placing communities at the heart of its decision-making and engagement activities;

² See Appendix 1

- Amgueddfa Cymru's long-term goal is to democratise decision making at all levels and to obtain younger and more varied representation on the Board of Trustees;
- longer-term external funding is being utilised to deliver projects with a longer focus;
- in the past, Amgueddfa Cymru has focused on delivering short-term objectives rather than longer-term outcomes. We note a reversal in this approach, with longer-term outcomes now being a greater priority; and
- Amgueddfa Cymru's work is producing a ten-year strategy which will crystallise its long-term vision for all areas of work.

19 We identified the following areas for improvement:

- Amgueddfa Cymru could explore making better use of data to understand who they need to engage with now and in the future, and how successful their engagement activities are; and
- the ten-year strategy currently being developed is an opportunity for Amgueddfa Cymru to further develop its engagement work, building on the work already undertaken as part of the St Fagans redevelopment.

Some engagement activity has had a preventative focus, but there are opportunities for Amgueddfa Cymru to clearly set out how it can make a positive contribution to preventing cultural exclusion and to develop a programme of preventative work

What we looked for

20 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.

21 Our examination was also informed by the positive indicators for 'prevention' that we have identified and used as part of this examination.³

What we found

22 We identified the following strengths:

³ See Appendix 1

- Amgueddfa Cymru has worked successfully with schools by providing museum-based learning opportunities for children at risk of exclusion from school;
- Amgueddfa Cymru is a key partner in the Fusion project which has the objective of reducing cultural exclusion. Where possible engagement activities are aligned to the objectives of Fusion;
- collections are loaned to museums and other organisations away from Amgueddfa Cymru's seven sites to prevent limitations caused by location and travel resulting in cultural exclusion; and
- Hands on Heritage has guaranteed funding for five years and aims at preventing the problem of cultural exclusion for young people from getting worse.

23 We identified the following areas for improvement:

- Amgueddfa Cymru could more clearly set out how it can make a positive contribution to preventing cultural exclusion and could take a more proactive approach by developing a planned programme of preventative work; and
- use could be made of Amgueddfa Cymru's educational platform to focus its activities on the wider preventative agenda, for example by curating exhibits on climate change.

Amgueddfa Cymru has effectively considered the need to take an integrated approach to its engagement activities but there is further work to do to integrate its work with that of other public bodies

What we looked for

24 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 Amgueddfa Cymru's well-being objectives and wider priorities; and
- how delivery of this step will impact on other public bodies' well-being objectives.

25 Our examination was also informed by the positive indicators for 'integration' that we have identified and used as part of this examination.⁴

What we found

26 We identified the following strengths:

⁴ See Appendix 1

- there is clear alignment between Amgueddfa Cymru's corporate objectives, the Act and the seven well-being goals in the Act;
- the well-being objectives are integral to Amgueddfa Cymru's engagement activities and officers show awareness of the Act;
- Amgueddfa Cymru demonstrated good internal integration through its Hands on Heritage project by sharing responsibility for youth engagement across all departments. Amgueddfa Cymru is committed to ensuring that staff understand and feel involved in its vision. It is seeking to attain Investors in People accreditation to highlight its commitment to an integrated and motivated workforce.
- Work on the Fusion project has shown that effective and successful joint working with other public bodies towards shared objectives is possible; and
- Amgueddfa Cymru has begun to look at how it might create shared objectives with other public bodies, possibly through a 'cultural strategy' for Wales.

27 We identified the following areas for improvement:

- Amgueddfa Cymru is not routinely aligning its well-being objectives to those of other public bodies;
- Light Springs through the Dark: A Vision for Culture in Wales (2016) provides a vision for culture in Wales. Amgueddfa Cymru could look at how it might collaborate with other sponsored bodies to develop a shared approach to cultural participation and engagement to deliver a cultural agenda that has social and environmental benefits;
- since it is not part of the Public Services Boards, it is important that Amgueddfa Cymru considers how it can best engage with them so that integration with local authorities and other public bodies is possible. This could help further address barriers to participation; and
- Amgueddfa Cymru could better analyse the relationship that adding chargeable activities to its programme has on engagement. This could provide opportunities to more effectively balance the objectives of raising additional income with widening engagement.

The Act has prompted Amgueddfa Cymru to expand the way it collaborates to deliver the step and it is working well with its partners. Our work highlights further scope to broaden this collaborative approach

What we looked for

- 28 We looked for evidence that Amgueddfa Cymru:
- 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 it or its stakeholders meet well-being objectives.
- 29 Our examination was also informed by the positive indicators for 'collaboration' that we have identified and used as part of this examination.

What we found

- 30 We identified the following strengths:
- Amgueddfa Cymru is working with a wide range of partners to design and deliver its engagement activities;
 - it has used participatory forums to identify partners and generate ideas for collaboration;
 - memoranda of understanding are agreed with partners at the outset of a project to clearly define respective responsibilities and ensure smooth and continued working relationships;
 - partners feel their input is valued and that projects are truly collaborative;
 - the success of collaboration is evaluated at the end of joint projects; and
 - partnership with other bodies and organisations has widened and diversified Amgueddfa Cymru's volunteer base.
- 31 We identified the following areas for improvement:
- collaboration has been more effective with bodies not subject to the Well-being of Future Generations Act. There is scope for greater collaboration with other public bodies to deliver a range of engagement activities; and
 - as the largest provider of learning outside the classroom in Wales, Amgueddfa Cymru could continue to pursue school-based residencies as part of the new curriculum being developed for Wales and expand on the positive outcomes achieved so far through its work with local schools.

Amgueddfa Cymru involves a diverse range of groups and people to shape and deliver its engagement activities and it is reviewing the effectiveness of its participatory forums

What we looked for

- 32 We looked for evidence that Amgueddfa Cymru 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.
- 33 Our examination was also informed by the positive indicators for 'involvement' that we have identified and used as part of this examination.⁵

What we found

- 34 We identified the following strengths:
- participatory forums were set up prior to the Act as part of the St Fagans redevelopment and their membership and role has evolved over time;
 - a wide range of stakeholders have been represented through involvement in these forums;
 - forum members have been involved in the recruitment of officers who are then responsible for working with the forums and associated stakeholders;
 - stakeholders have directly influenced the direction of Amgueddfa Cymru's engagement work, for example collections have been diversified as a result of the Diversity Forum. A forum member also noted that the forums' influence on the redevelopment of St Fagans was tangible;
 - Amgueddfa Cymru works with stakeholders to design collaborative and co-productive activities. For example, courses have been run by Cardiff Metropolitan University at Amgueddfa Cymru sites;
 - St Fagans has recently won the Art Fund 'Museum of the Year' award, with the result highlighting the involvement of the people of Wales as a contributing factor: 'it was made by the people of Wales for people everywhere';
 - projects such as Who Decides (where service users of the Wallich curated an art exhibit) allowed direct involvement of stakeholders, targeting those who may not otherwise visit a museum;

⁵ See Appendix 1

- stakeholders have noted a tangible change in Amgueddfa Cymru's openness to involvement and Amgueddfa Cymru is now very open to ideas from those they engage with; and
- a number of public programmes are co-produced with partners and/or participants, for example programmes to support people living with dementia, the support lifelong learning and participatory displays at St Fagans.

35 We identified the following areas for improvement:

- Amgueddfa Cymru has, to date, used participatory forums as a method to involve stakeholders. It is currently considering other models of involvement and this work should be pursued to ensure the widest range of stakeholders is reached most effectively; and
- where the forums remain in place, their engagement and effectiveness should continue to be monitored. Where this drops, Amgueddfa Cymru should take action to use other methods of involvement, or re-visit the composition or purpose of the forum.

Part Two: Amgueddfa Cymru's response

36 Following the conclusion of our fieldwork we presented our findings to Amgueddfa Cymru at a workshop in July 2019 that was attended by officers involved in Amgueddfa Cymru's engagement activity. At this workshop Amgueddfa Cymru began to consider its response to our findings and as a result of discussions at the workshop and further reflection on our findings Amgueddfa Cymru has developed the following actions.

Long-term

- Review three-year Visitor Survey questionnaire and methodology (survey undertaken in 2019, next survey will be in 2022-23);
- Further develop research and evaluation of targeted programmes, for example through Kick the Dust – Hands on Heritage;
- Develop and publish a ten-year strategy:
 - through consultation and engagement with stakeholders and the involvement of key partners;
 - in line with the well-being goals and ways of working; and
 - in collaboration with other public bodies based on a 'Cultural Rights' approach.
- Develop a 3-5 year Community Engagement Action Plan, building on our existing Engagement Strategy, to support the overarching ten-year strategy.

Prevention

- Work with other national bodies to promote the beneficial impact cultural participation can have on people's health and well-being;
- Further develop the loan criteria for sharing the national collection with local and national organisations across Wales;
- Develop collaborations with relevant organisations who specialise in preventative agendas;
- Further develop the exhibition and learning programmes to respond to the challenges faced by Wales;
- Develop challenge-based research programmes which aim to contribute to better public understanding and policymaking around relevant issues that might be prevented.

Integration

- Further develop collaboration with the Arts Council of Wales and other sponsored bodies to share best practice, research findings and engagement plans;
- Work with Welsh Government, Arts Council of Wales, Public Health Wales and others to develop a shared approach to equality objectives, cultural participation and engagement. For example, the next phase for the Fusion programme, methods of evaluation and research and shared equality objectives;
- Advocate for the importance of a cultural strategy and an action plan for the whole of Wales with the Welsh Government and local authorities;
- Advocate to the Welsh Government the benefit of funding across portfolios for delivery of initiatives such as Fusion;
- Discuss and develop with other national bodies ways of sharing representation on Public Service Boards across Wales;
- Continue to evaluate free and charged-for public programmes to assess their impact on engagement and income generation.

Collaboration

- Ensure best practice case studies of Amgueddfa Cymru's work are included as part of the new curriculum in schools;
- Continue to work with Pioneer Schools to develop deeper engagement programmes that could be adapted for other schools;
- Maintain and further develop the relationship with the Education Department of the Welsh Government and seek additional funding to support this work.

Involvement

- Continue to monitor and review the effectiveness and desired outcomes of participatory forums;
- Pilot other models of participation with established partners;
- Evaluate the effectiveness of alternative models of involvement.

Appendix 1

Positive Indicators of the Five Ways of Working

Exhibit 1: Positive Indicators of the Five Ways of Working

The table below sets out 'positive indicators' for each of the five ways of working that we have identified. We have not used the indicators as a checklist. They should be viewed as indicators. They helped us to form conclusions about 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?
<ul style="list-style-type: none">• 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 objective/s 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?
<ul style="list-style-type: none">• 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 sources of information that will help deliver better outcomes.
- Ensuring that the full diversity of stakeholders is represented and they are able to 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.

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