

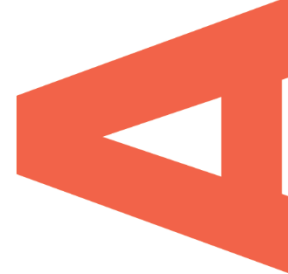
Deall atal yn ymarferol

Understanding prevention in practice

Catryn Holzinger, Well-being of Future
Generations Manager

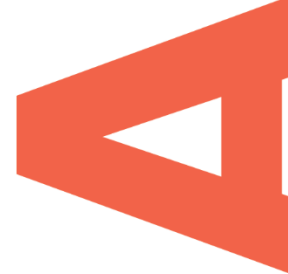
Verity Pownall, Senior Auditor

Ein canfyddiadau, 2020-2025 / Our findings, 2020-2025



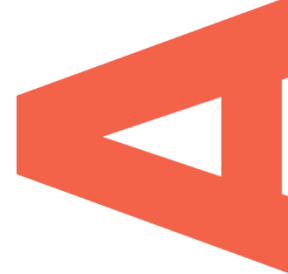
- Mae'r adroddiad yn crynhoi canfyddiadau allweddol o:
 - Archwiliadau o bennu (neu adolygu) amcanion llesiant ym mhob un o'r 48 o gyrff
 - Archwiliadau o'r camau i gyflawni amcanion llesiant, a oedd yn cynnwys o amgylch 200 o archwiliadau unigol
 - Rydym wedi cwmpasu ystod eang o swyddogaethau, gwasanaethau a meysydd polisi.
 - Rydym wedi creu cysylltiadau â gwerth am arian, lle bynnag yr oedd yn bosibl
- The report summarises key findings from:
 - Examinations of setting (or review) of well-being objectives at all 48 bodies
 - Examinations of steps to meet well-being objectives, covering around 200 individual audits
 - We have covered a broad range of functions, services and policy areas.
 - We have made the connections with VfM, wherever possible

Y penawdau / The headlines



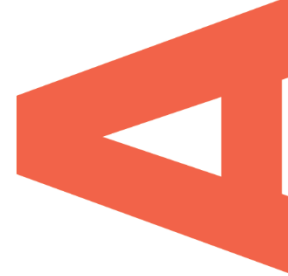
- 10 mlynedd ers ei chychwyn, mae'r Ddeddf wedi dod yn fwy amlwg
- dylanwadu ar gynllunio tymor hwy, brosesau penderfynu ac arferion gweithio
- Rydym hefyd yn gweld achosion lle nad oes rhyw lawer o ystyriaeth benodol os o gwbl
- cryn dipyn i'w wneud o hyd ar swyddogaethau corfforaethol
- Rydym yn canfod amrywiad mewn ymarfer o fewn sefydliadau, ac o fewn a rhwng sectorau
- Yn y pen draw, nid yw'r Ddeddf yn ysgogi'r newid system gyfan a fwriadwyd
- 10 years in, the Act has increased in prominence
- It is influencing longer-term planning, decision-making and working practices
- We also see examples of little or no explicit consideration
- Still much to do on corporate functions
- Variation in practice within organisations, and within and between sectors
- Ultimately, the Act is not driving the system-wide change that was intended

Y penawdau / The headlines



- Mae cyflymu cynnydd dan y Ddeddf yn dechrau â blaenoriaethu atal
- Bydd ar gyrff cyhoeddus angen:
 - data gwell,
 - darlun cliriach o'r goblygiadau o ran adnoddau
 - modd i ddeall effaith.
- Mae cyrff cyhoeddus yn gweithio mewn amgylchedd nad yw wastad yn hybu'r newid hwnnw.
- Ceir camau gweithredu y gallai'r Llywodraeth eu cymryd i greu'r amodau ar gyfer cynnydd.
- Accelerating progress under the Act starts with prioritising prevention
- Public bodies will need:
 - better data
 - a clearer picture of resource implications
 - better means of understanding impact.
- Public bodies are working in an environment that does not always promote that change.
- There is action that government could take to create the conditions for progress.

Key facts: Demand and financial pressures 2015-2025



Health revenue funding increased from £6.29 billion in 2014-15 to £10.64 billion in 2023-24, which is a **real terms increase of 30%**.



Local authorities' core revenue funding increased from £4.26 billion in 2014-15 to £5.52 billion in 2023-24. However, this is a **real terms decrease of 0.55%**.



The **combined annual revenue deficit for health bodies with a deficit increased by 235%** from -£55 million in 2014-15 to -£183 million in 2023-24.



There was a **17% real terms reduction in Welsh Government revenue funding for culture and sport** between 2014-15 and 2024-25.



Spending on NHS secondary care services increased from £4.28 billion in 2014-15 to £7.32 billion in 2022-23, which is a **real terms increase of 39%**.



Spending on cancer services increased from £409 million in 2014-15 to £719 million in 2022-23, which is a **real terms increase of 43%**.

Key facts: Demand and financial pressures 2015-2025



Spending on diabetes services increased from £98 million in 2014-15 to £167 million in 2022-23, which is a **real terms increase of 38%**.



NHS spending on mental health provision increased from £663 million in 2014-15 to £1.02 billion in 2022-23, which is a **real terms increase of 25%**.



Spending on children looked after increased from £254 million in 2014-15 to £575 million in 2023-24, which is a **real terms increase of 74%**.



Number of children looked after increased from 5,610 in 2015 to 7,200 in 2024 which is an **increase of 28%**.



Around **1 in 6 Welsh species** were at risk of extinction in 2023.

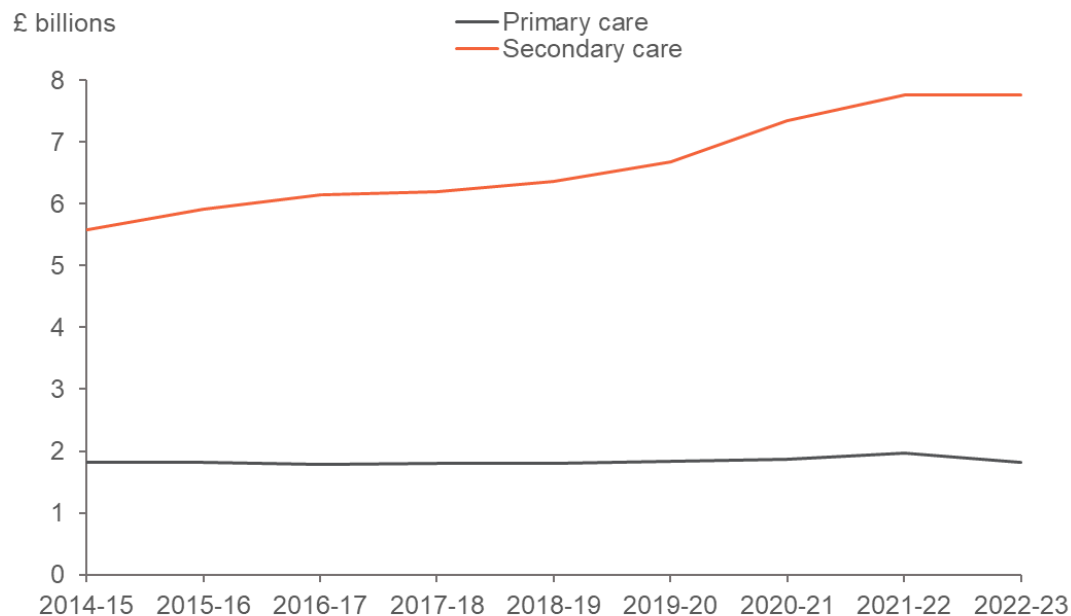


Number of homeless individuals in temporary accommodation rose from 3,577 in August 2020 to 11,203 in January 2025 which is an **increase of 213%**.

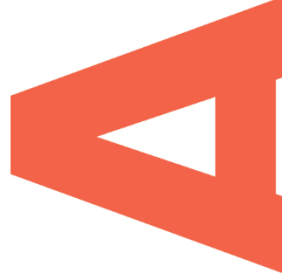


Prevention under pressure over the decade

- The NHS faces enormous immediate pressure.
- Numbers of people waiting for planned care following the pandemic.
- Revenue funding increased (30%)
- Combined annual revenue deficit increased by 235%
- Directed towards secondary care (up 39%)
- Spending on primary care remained relatively stable



Prevention under pressure over the decade



- NHS contribution to population health outcomes est. 10% - 20%
- Many of the levers sit with councils
- Core revenue funding fell (0.55%)
- Pressure to meet short-term needs in statutory services
- Impacted spending on other regulatory services or preventative services



Children and family social services +48% (+ 47%)

Adults aged under 65 social services +26% (+23%)

Older persons social services +25% (+22%)

Waste +8% (+7%)

Schools +8% (+7%)

Community safety -36% (-44%)

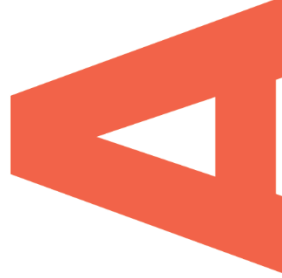
Library services -30% (-32%)

Cultural and heritage services -21% (-28%)

Trading standards/consumer protection -20% (-23%)

Development control -18% (-14%)

Prevention: Findings across our work



Prioritising
prevention

Cancer services review found **no coherent strategic approach to prevention of cancer and other major conditions.**

Demand and
capacity

Tackling poverty review found focus on **responding to high numbers of people in crisis rather than prevention**

Impacts across the
system

Temporary accommodation review highlighting challenges in the face of **reductions to services that could help reduce demand**

Mainstreaming
challenge

Grants support **effective prevention** but partners **struggle to reshape core services and budgets** to deliver for the long term

Data

Need for better understanding of **future demand and more joined up data**

VFM

Need a better **understand resources** required to deliver various plans and the right measures to **understand impact**



Recommendations to government

- **Post-legislative evaluation**
- **Minimise funding uncertainty** to aid public bodies' medium- and longer-term planning
- **Explore ways of encouraging and protecting investment in prevention** – though its budget process, and how it could be incentivised and protected at a local level
- **Take a fresh look at the assessment of performance** – including how performance assessment can reinforce the need to work preventatively.

Llety dros dro

Temporary accommodation





Cyd-destun

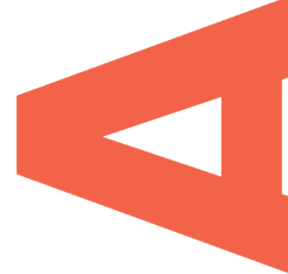
Context

- Mae gan gynghorau ddyletswyddau i ddarparu llety dros dro i bobl sy'n profi digartrefedd. Gall mathau o lety dros dro amrywio ac maent yn cynnwys ystafelloedd gwesty, llety gwely a brecwast (B&B), podiau a llety pwrpasol.
- Mae'r galw am lety dros dro wedi cynyddu'n sylweddol (200% rhwng Awst 2020 a Mawrth 2025 yng Nghymru). Ym mis Mawrth 2025, roedd 24% o bobl mewn llety dros dro yn blant dan 16 oed.
- Gall byw mewn llety dros dro gael effaith sylweddol ar iechyd a lles, yn enwedig i blant.
- Mae rhesymau dros y galw yn gymhleth ac mae pobl yn cael eu lleoli drosodd a throsodd yn gyffredin. Ym mis Mawrth 2025, roedd bron i 17% o leoliadau ar gyfer unigolion a oedd wedi'u lleoli yn flaenorol mewn llety dros dro.

- Councils have duties to provide temporary accommodation for people experiencing homelessness. Types of TA can vary and include hotel rooms, BnB's, pods and purpose-built accommodation.
- Demand for TA has significantly increased (200% between August 2020 and March 2025 in Wales). In March 2025, 24% of people in TA were children under 16.
- Living in TA can have significant impact on health and well-being, particularly for children.
- Reasons for demand are complex and repeat placements are common. In March 2025, almost 17% of placements were individuals who had previously been placed in TA.

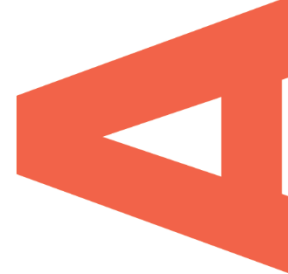
Dull archwilio

Audit approach



- **Cwestiwn Lefel 1:**
A oes cyfleoedd i wella gwerth am arian llety dros dro?
- **Cwmpas:**
 - Gwerth am arian – diffiniad yn cynnwys adroddiad a phwyslais ar *werth* a pha ganlyniadau y mae cynghorau yn eu sicrhau i bobl o ystyried y gost ariannol sylweddol.
 - Canolbwyntio ar atal.
 - Nodi arferion nodedig i gefnogi cynghorau i ystyried gwerth am arian yn y sefyllfa y maent ynddo ar hyn o bryd.
- **Methodoleg:**
 - Gwaith maes a wnaed yn haf/hydref 2024 – dechrau 2025.
 - Ymgysylltu â'r holl gyngorau, Llywodraeth Cymru, CLILC a sefydliadau'r trydydd sector.

- **Level 1 question:**
Are there opportunities to improve the value for money of temporary accommodation services?
- **Scope:**
 - Value for money – definition included report and emphasis on *value* and what outcomes councils are securing for people given the significant financial cost.
 - Focus on prevention.
 - Identifying notable practice to support councils to consider value for money in the position they are in now.
- **Methodology:**
 - Fieldwork carried out summer/autumn 2024 – early 2025.
 - Engaged with all councils, Welsh Government, WLGA and third sector organisations.



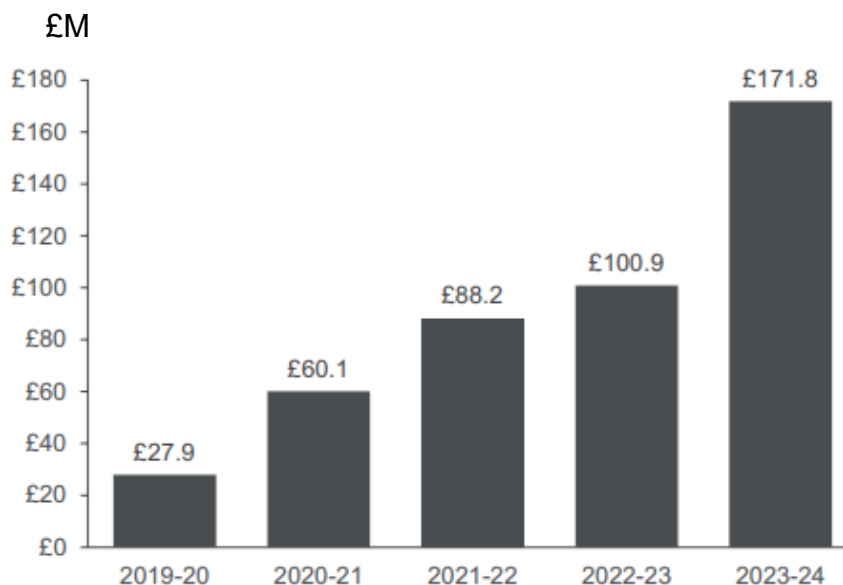
Canfyddiad allweddol 1

Key finding 1

- Mae cynghorau yn gwario llawer o arian ar lety dros dro nad yw'n aml yn diwallu anghenion pobl ac yn achosi risg i'w cynaliadwyedd ariannol.
- Nid yw'r rhan fwyaf o gynghorau yn asesu gwerth am arian eu darpariaeth ar gyfer llety dros dro yn llawn nac yn asesu ystod o opsiynau llety dros dro.

- Councils spend a lot of money on TA which often does not meet people's needs and poses a risk to their financial sustainability.
- Most councils do not fully assess the value for money of their TA provision or assess a range of TA options.

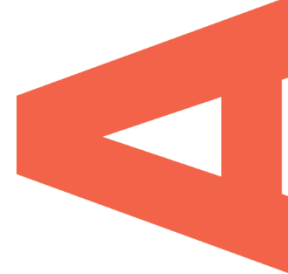
Cyfanswm y gwariant (refeniw a chyalaf) ar gyfer pob cyngor rhwng 2019-20 a 2023-24 mewn termau arian parod



Total expenditure (revenue and capital) for all councils between 2019-20 and 2023-24 in cash terms

Canfyddiad allweddol 2

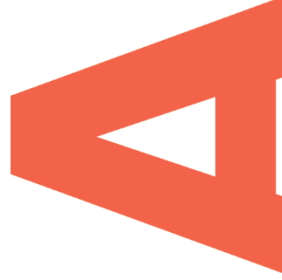
Key finding 2



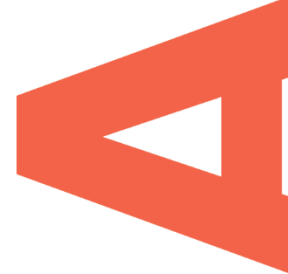
- **Nid yw cynghorau wedi gwneud rhyw lawer o gynnydd gyda gwella'r modd y maent yn atal digartrefedd i gyflawni deilliannau gwell a lleihau costau.**
- Nid yw cynghorau yn cynllunio yn effeithiol i atal y galw am wasanaethau digartrefedd.
- Nid oes gan gynghorau gynlluniau clir ar waith i sicrhau bod eu gweithlu wedi'i arfogi i atal y galw am lety dros dro.
- Nid yw gweithio mewn partneriaeth i atal digartrefedd bob amser yn effeithiol nac yn darparu gwerth am arian ac mae gwerthusiad cyfyngedig.
- **Mae atal aneffeithiol yn lleihau gwerth am arian mewn cynghorau a'r sector cyhoeddus ehangach.**
- **Councils have made limited progress with improving prevention of homelessness to achieve better outcomes and reduce costs.**
- Councils are not planning effectively to prevent demand for homelessness services.
- Councils do not have clear plans in place to ensure their workforce is equipped to prevent demand for temporary accommodation.
- Partnership working to prevent homelessness is not always effective or providing value for money and there is limited evaluation.
- **Ineffective prevention is reducing value for money in councils and the wider public sector.**

Canfyddiad allweddol 3

Key finding 3



- **Mae yna ddulliau y gallai cyngorau eu defnyddio i wella'r sefyllfa bresennol.**
- Mae'r adroddiad yn cynnwys enghreifftiau o ymarfer nodedig ar:
 - Gynllunio a defnyddio data
 - Deall ac ymateb i anghenion y rhai sy'n byw mewn llety dros dro
 - Partneriaeth
 - Asesu opsiynau
 - Cynyddu llety a gwella ansawdd
- **There are approaches that councils could potentially use to improve the current situation.**
- The report contains notable practice examples on:
 - Planning and using data
 - Understanding and responding to the needs of those living in temporary accommodation
 - Partnership
 - Assessing options
 - Increasing accommodation and improving quality



Canfyddiad allweddol 3

Key finding 3

- Mae **Cyngor Sir Ddinbych** wedi defnyddio data i fodelu'r effaith y gallai ei gynlluniau ei chael.
- Mae Cynllun Pontio Ailgartrefu Cyflym y Cyngor yn nodi y gallai buddsoddi £2.54 miliwn mewn blaenoriaethau allweddol, megis gweithredu i leihau'r galw, arbed hyd at £22 miliwn mewn costau gwely a brecwast preifat dros ddeng mlynedd.
- Byddai hyn yn arbediad o oddeutu £20 miliwn ac yn cyfateb i adenillion o bron i 800% ar fuddsoddiad dros y cyfnod hwnnw.
- Er mai amcangyfrif yw hwn, mae'n awgrymu bod arbedion sylweddol o ran costau y gallai llawer o gynghorau, os nad pob cyngor, eu cyflawni trwy gynllunio'n fwy effeithiol i atal y galw am lety dros dro.

- **Denbighshire County Council** has used data to model the impact its plans could have.
- The Council's Rapid Rehousing Transition Plan sets out that investing £2.54 million in key priorities, such as action to reduce demand, could save up to £22 million in private bed and breakfast costs over ten years.
- This would be a saving of approximately £20 million and equate to a nearly 800% return on investment over that time.
- Whilst this is an estimate, it does suggest that there are significant cost savings that could be achieved by many, if not all, councils by more effectively planning to prevent demand for temporary accommodation.

- Mae dadansoddi data hefyd wedi galluogi **Cyngor Castell-nedd Port Talbot** i adnabod cyfnodau o ddigartrefedd a derbyniadau i'r ysbyty a ailadroddwyd ar gyfer pobl y mae arno ddyletswydd ôl-ofal statudol iddynt oherwydd anghenion iechyd meddwl cymhleth¹⁸.
- Mae'r Cyngor wedi datblygu cynnig i fynd i'r afael â hyn er mwyn rhoi cymorth gwell a chyflawni deilliannau gwell i ddefnyddwyr gwasanaethau.

- Analysis of data has also enabled **Neath Port Talbot Council** to identify repeat episodes of homelessness and hospital admissions for people owed a statutory aftercare duty due to complex mental health needs.
- The Council has developed a proposal to address this to deliver better support and outcomes for service users.

Argymhellion

Recommendations



- **A1 – Gwerth am arian**

- Yn cynnwys asesu opsiynau a phennu sut y bydd gwerth am arian darpariaeth llety dros dro gyffredinol yn cael ei asesu a'i fonitro.

- **A2 – Cynllunio ar gyfer atal**

- Yn cynnwys gwell defnydd o ddata, defnyddio ystod o ddulliau atal, cynllunio sgiliau a gofynion y gweithlu yn y dyfodol

- **A3 – Gweithio mewn partneriaeth**

- Yn cynnwys nodi rolau a chyfrifoldebau, cytuno ar sut i fynd i'r afael â bylchau a / neu leihau dyblygu a gwerthuso gwaith partneriaeth.

- **R1 – Value for money**

- Includes assessing options and setting how vfm of overall TA provision will be assessed and monitored.

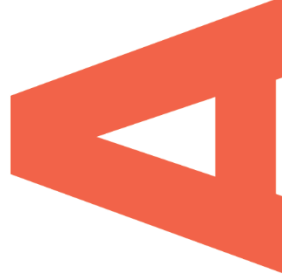
- **R2 – Planning for prevention**

- Includes better use of data, using a range of prevention approaches, planning future workforce skills and requirements

- **R3 – Partnership working**

- Includes identifying roles and responsibilities, agreeing to how to address gaps and/or reduce duplication and evaluating partnership working.

The case for prevention



Public health in general offers a **£14 return for every £1** invested



Programmes promoting breastfeeding can **save the NHS around £50 million annually** by improving mental health and reducing hospital admissions



Homelessness prevention programmes can yield **savings of around £9,266 per person** when compared to allowing homelessness to persist for 12 months



Parenting programmes offered a **return of £15.80 for every £1** invested



Data sharing between emergency departments and the police can provide **returns of £82 for every £1** invested and substantially reduce the costs associated with violence



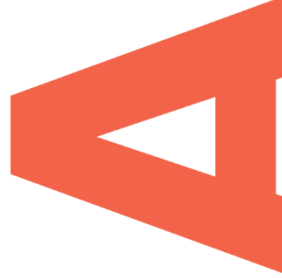
Targeted group sport activities aimed at increasing physical activity across different age groups offers **social returns of between £1.91 to £22.37 per £1** invested

Who invests?

Who saves?

When?

Push and pull factors

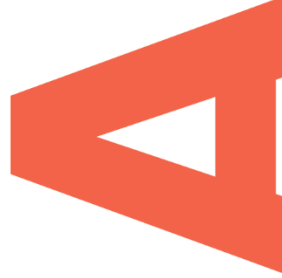


Need to invest limited resources to meet immediate demand
Takes time to see RoI
Returns may be accrued by bodies other than the one making the investment
Public expectations – access to/ quality of services in the present



Public bodies have a duty to balance immediate pressures with longer-term impacts
Better outcomes and VFM
The current situation is unsustainable
The longer it takes to make the shift to prevention, the worse things are likely to get

Key message from the AGW



“...Erfyniaf ar gyrff cyhoeddus i weld yr egwyddor datblygu cynaliadwy fel mater gwerth am arian. Ni allwn fforddio dylunio datrysiadau sydd ddim yn diwallu anghenion pobl, sy'n llethu cenedlaethau'r dyfodol â chostau uwch y gellir eu hosgoi, na cholli cyfleoedd i gyflawni mwy gyda'r un peth neu lai.”

“...I urge public bodies to see the sustainable development principle as a value for money issue. We cannot afford to design solutions that do not meet people's needs, burden future generations with avoidable higher costs, or miss opportunities to deliver more with the same or less.”



Adrian Crompton
Auditor General for Wales

Diffinio Gwerth am Arian

- A yw arian yn cael ei ddefnyddio i gyflawni canlyniadau arfaethedig am y pris gorau ('cost-effeithiolrwydd').



- Darbodaeth – **Cael y fargen iawn** – sicrhau'r mewnbynnau angenrheidiol, i helpu i gyflawni'r deilliannau bwriadedig, am y gost isaf posibl



- Effeithlonrwydd – **Gwneud y peth iawn** – gwneud y gorau o'r mewnbynnau i gynhyrchu allbynnau sydd wedi'u bwriadu i gyflawni'r deilliannau bwriadedig.



- Effeithiolrwydd – **Cael y canlyniadau iawn** – cyflawni'r deilliannau bwriadedig ar gyfer y tymor byr a hwy.

- **Nid yn unig am gost, ond ansawdd ac effeithiolrwydd y gwasanaeth a ddarperir am yr arian a gaiff ei wario**

Defining Value for Money

- Whether money is being used to deliver intended outcomes at the best price ('cost-effectiveness').



- Economy – **Getting the right deal** – securing the necessary inputs, to help achieve intended outcomes, at the lowest possible cost



- Efficiency – **Doing the right thing** – making the most of the inputs to generate outputs designed to achieve intended outcomes.



- Effectiveness - **Getting the right results** – achieving the intended outcomes for the short and longer term.

- **Not just about cost, but the quality and effectiveness of the service delivered for the money spent.**

Sustainable Development Principle and Value for Money

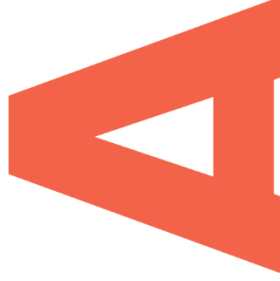


Collaborating to maximise buying power or deliver more effectively

Involvement to ensure more effective focus and use of resources

Prevention to deliver better outcomes and make better use of resources

Prevention and VFM



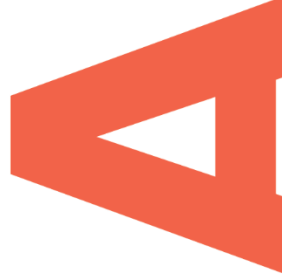
Prioritising
prevention

Understanding the inputs – **what are likely costs/ investment requirements, what are the likely savings/ benefits from the investment, how does this compare to other options?**

Understanding the outputs – what is being achieved for the investment?

Understanding the outcomes – **what is the impact?**

Case study: Early intervention in Birmingham



What they did

- Multidisciplinary teams – 1000 people across 6 orgs
- Focus on frail, vulnerable and older people
- ‘Home first’ approach - urgent assessments, treatment, and care to prevent hospital admissions and support early discharge
- Frontline professionals trained to recognise early signs
- Shared care record system

What it achieved (2020-22)

- Prevented over 20,000 unnecessary hospital admissions
- Reduced the average hospital stay from 12 days to 4 days
- Saved approximately 120,000 bed days annually.
- 45% of patients more likely to return directly home after hospital discharge rather than long-term care.
- Estimated financial benefit of £26.7 million for the local health and social care system.

Discussion



Reflecting on the barriers to prevention...

- What system changes would help to accelerate progress towards prevention in the context you work in?
 - Nature of funding?
 - Performance measures?
 - Data?
 - Governance/ partnerships?



Diolch / Thank you