

doing it *differently*
in **Wales**

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1. Introduction

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Responsibility for healthcare and public health was devolved to the National Assembly for Wales in 1999. Before 1999, the organisation of public health and the National Health Service in Wales was similar to arrangements in England. The main difference between the two nations however, was that from 1997 all Local Authorities in Wales became Unitary Authorities.

Since devolution, Wales has developed a distinctly different path from the rest of the United Kingdom, with a greater emphasis on public health in the provision of healthcare. Thus, marketisation has made no headway in Wales, and some of the machinery of marketisation such as Foundation Trusts has not been adopted. Primary Care Organisations in Wales have a wider membership than their English counterparts with a larger input from democratic local government. Their role is restricted entirely to commissioning with all provision including that of community services left to provider NHS Trusts.

As First Minister Rhodri Morgan comments:

“Our commitment to equality leads directly to a model of the relationship between the government and the individual which regards the individual as a citizen rather than as a consumer. Approaches which prioritise choice over equality of outcome rest, in the end, upon a market approach to public services, in which economic actors pursue their own interests with little regards for wider considerations.”

1. Introduction

Wales has opted for a single integrated National Public Health Service, responsible for most public health functions. Other unique national initiatives include the establishment of free school breakfasts, free swimming for children and older people, and all prescription charges to be abolished by April 2007.

The key difference in Wales is the Health Social Care and Well-being strategies launched in 2002. The Strategies are unique in that Local Authority and the Local Health Boards are jointly responsible in law

for the planning of services which promote the health and well-being of the community, and the delivery of appropriate treatment and care as an integrated concept. The truly innovative aspect of these strategies is their scope. The Local Authorities and the Local Health Boards have major functions in relation to health protection, environmental, economic and social well-being that positions them to co-deliver with partners the public health improvement agenda at the local level, as well as providing high quality direct care and support to vulnerable groups.

Country	All circulatory diseases	All respiratory diseases	All injuries and poisonings	All other causes	All Causes
WALES	407	119	37	166	988
ENGLAND	369	116	31	172	935
SCOTLAND	427	121	47	202	1085
N IRELAND	396	134	34	164	977
UNITED KINGDOM	378	117	33	175	954

Source Regional Trends

2. The Context of Wales

2.1 Demography

The population of Wales in the 2001 census was 2,903,085, which has risen to 2,958,876 according to 2005 estimates. According to the 2001 census, 96% of the population was White British, and 2.1% non-white (mainly of Asian origin). Most non-white groups were concentrated in Cardiff, Newport and Swansea.

2.2 Administrative Structure at a Glance

- Local government functions are carried out by 22 Local Authorities which range in population from just over 50,000 (Merthyr Tydfil) to over 300,000 (Cardiff).
- There are 22 Local Health Boards which commission health services for their catchment's populations and are coterminous with the 22 Local Authorities.
- The NHS is divided into 15 Trusts which provide hospital and community services.
- Four authorities (South Wales, Dyfed Powys, Gwent and North Wales) provide policing, with boundaries exactly coterminous with groups of Local Authorities.



2. The Context of Wales

The Welsh Assembly Government provides financial support to, and works closely with, Local Authorities to improve their capacity and capability to deliver services. To facilitate this, the statutory Partnership Council also includes members from Community Councils, and the National Park, Fire and Police Authorities. Together they develop and implement policy that promotes a joined-up approach to governing Wales.

2.3 The Integrated Public Health Structure

Uniquely, the public health service in Wales is organised as a single integrated service, the National Public Health Service which provides a national service delivered at all levels. It has 22 Local Public Health Teams based in each Local Health Board and led by a Local Public Health Director. Health Protection is covered by seven microbiology laboratories, local health protection teams and the Communicable Disease Surveillance Centre. The National Public Health Service also provides a Child Protection Service and thirteen all Wales Resource Teams which develop specialist public health services including health intelligence. The Wales Centre for Health also provides other public health functions including public health networks, public health training and some public health observatory functions.

2.4 Health Challenge Wales

Announced in 2004 with cross-Cabinet and cross-party support, Health Challenge Wales provides a national focus to work together for a healthier nation. The Health Challenge Wales branding of better health and well-being information and activity provides a national focus, and encourages partnership working, for a healthier nation. It also acts as a signpost for people to information and activities that can help them make healthy lifestyle choices; shows how organisations are working together to improve health and well-being; and improve awareness of the wider determinants of health and well-being, and focuses efforts on the main causes of preventable ill-health.

Many people and organisations in Wales are already doing a great deal to help improve their health. Using the Health Challenge Wales logo is a way of recognising better health activity in Wales. The main messages associated with Health Challenge Wales are:

- Small steps can make a big difference;
- Make the healthy option the easy one;
- Being healthy does not have to be expensive.

3. The Health Social Care and Well-being Strategy

3.1 The Scope of Health, Social Care and Well-being

The Health Social Care and Well-being Strategies set the local strategic planning framework for health and well-being and embrace the wide range of local government functions which contribute to locally led action on health and Well-being, including public health; community safety (including tackling domestic abuse and substance misuse); health promotion and environmental services; housing; public and community transport; leisure and social services as well as the whole range of NHS services. Health, social care and well-being can also be conceived in conceptual terms as an individual or community feeling akin to happiness and quality of life.

3.2 Key Health, Social Care and Well-being Related Agencies

All Welsh Local Authorities and coterminous Local Health Boards are required by law to collaborate to produce a single Health, Social Care and Well-being Strategy for their populations every three years. The voluntary and community sector is the third main contributor, co-ordinated at a local level by the 22 coterminous associations of voluntary organisations and at national level by the Wales Council for Voluntary Action assisted by the All Wales Well-being NGO Network.

The Welsh Local Government Association supports the Local Authorities and the Health, Social Care and Well-being partnerships,

while the National Public Health Service provides key public health input to all partners. Other partner organisations include the Wales Centre for Health, the Welsh Public Health Association (PHA Cymru) and the Society of Health Education Promotion Specialists (SHEPS) Cymru.

Providing central leadership and a strategic overview is the role of the Welsh Assembly Government, in particular the Department for Health and Social Services and the Office of the Chief Medical Officer (OCMO).

3.3 Links to Other Policy Areas

The Health, Social Care and Well-being Agenda is all-embracing in concept but is one of three second order strategies subordinate to the Community Plan where the 22 Local Authorities lead. Other subordinate strategies include the Community Safety Strategy led by the Local Authority and the Police Authority, and the Single Children and Young Persons Plan led again by the Local Authority and the Local Development Plan.

In practice, the Community Strategy and the Health, Social Care and Well-being Strategy are often seen as the two sides of a single coin. Whereas the Community Strategy is more concerned with unifying and delivering longer term aspirations and priorities for all agencies and communities, the Health, Social Care and Well-being Strategy is more concerned with the range of elements which impact on population health, social care and well-being.



4. The Health Social Care and Well-being Strategy Planning Cycle

4.1 Needs Assessment

A Needs Assessment is the starting point of the health, social care and well-being planning cycle and conventionally comprises three separate but complementary approaches:

- An epidemiological assessment of the prevalence of diseases and other conditions considered to affect – positively or negatively – health social care and well-being.
- A comparative assessment of how the community or population of interest compares with others in as wide a range of factors as possible.
- A corporate assessment relying on the experience and views of people involved in the community including service provider staff and, crucially, members of the public.

The first two approaches are very much office based and professionally led, but the corporate needs assessment is always community based and involves to the greatest degree possible members of the public.

4.2 Strategy Development

Based on the results of the Needs Assessment, local partnerships develop a strategy for the ensuing three-year period for meeting those needs which have been identified and agreed as having highest priority in terms of their expected contribution to local health, social care and well-being.

All partner organisations have a range of strategies and policies in place already and it is not expected that these will be jettisoned or replaced wholesale. Rather it is expected that existing policies will be assessed in terms of their relevance and contribution to local health, social care and well-being via a process of proofing and health and well-being impact assessments.

It is anticipated that in the course of time all partner strategies and policies will be developed within the overall framework of the local Health, Social Care and Well-being Strategy and the local Community Strategy.

4.3 Consultation

The draft local Health, Social Care and Well-being Strategy undergoes consultation with all participating partners and the general public over 12 weeks to allow for full understanding and engagement. All comments are formally assessed by the local partnership and formal responses made.

4. The Health Social Care and Well-being Strategy Planning Cycle

4.4 Action Planning

Strategy development provides a framework for action via the development of an action plan for each of the three years of the planning cycle. This is updated each year in the light of achievements in the previous year and amendment to the overall strategy every three years.

4.5 Implementation

The effective implementation of planning at strategic and operational level depends on many factors including a full understanding and commitment by those charged with implementation, a rigorous system for monitoring and implementation, and empowering staff to take remedial action when identified as necessary. The partnership driver implicit in health, social care and well-being processes is ensuring that collaborative-only solutions are coming to the fore – the partnerships are keen to ensure the ‘additionality’ of their work.

4.6 Evaluation and Renewal

Evaluating the impact of actions taken to implement the local strategy against expected outcomes is a key element of the planning cycle that will inform the next developments of the action plan and strategy. The Welsh Local Government Association and the Local Government Data Unit have developed an online ‘Shared Outcome Indicators’ resource to assist partnership working during the Health, Social Care and Well-being process. The resource consists of 39 shared outcome indicators with data for every partnership area with trend information and the start of a catalogue of interventions for each key outcome. The resource will be fully operational for the introduction of the second round of strategies in April 2008.

5. Partnership Working

5.1 At Local Level

Partnership working is key to the success of the Health Social Care and Well-being Agenda. To take forward the agenda, each Local Authority and its coterminous Local Health Board have established a Health Social Care and Well-being Partnership on which are represented all the local health social care and well-being stakeholders.

5.2 At National Level

At national level, the Health Social Care and Well-being Council includes representatives of all public health partner organisations, with the Minister for Health and Social Services responsible for providing leadership and coordination across the whole field of health, social care and well-being, including the development of local strategies.

The Welsh Council for Voluntary Action provides a similar role for the community and voluntary sector and the Welsh Local Government Association does the same for local government. There is also a strategic partnership liaison group between the Local Authorities and the Local Health Boards, with close links to the Welsh NHS Confederation. The All Wales Well-being Network, established in 2006, provides leadership and coordination for those community and voluntary bodies with a particular interest and involvement in well-being. The Wales Centre for Health, through its network facilitation role, provides a mechanism for partnership working across Wales in the fields of physical activity, nutrition and sexual health.

5.3 Engaging Citizens: Public Participation

Engagement with the public is central to developing the health social care and well-being agenda. This is achieved through formal mechanisms such as the Community Health Councils in respect of healthcare provision, and through the democratic processes of Local Authorities in respect of social care and other well-being related services.

Alongside these formal mechanisms, the involvement of local communities in the needs assessment, strategy development, action plan implementation and evaluation processes is also fundamental to the success of the Health, Social Care and Well-being Agenda. Local Community Councils, established as part of the Community Strategy framework, have a major role in the community engagement process, as do town and parish councils in other parts of Wales.



6. Innovative Partnership Working in Wales

All Wales Wellbeing NGO Network

www.wellbeingwales.org

The All Wales Well-being NGO Network is a collaboration of community and voluntary bodies both national and local with an interest and involvement in Well-being. Its purposes are information exchange, mutual help and support, education and training and campaigning in the cause of increasing the voluntary and community sector's involvement and influence of the Health and Well-being agenda.

All-Wales Sexual Health Network

www.wch.wales.nhs.uk

The All-Wales Sexual Health Network provides a discussion forum for a range of agencies and individuals involved in promoting better sexual health. In October 2005, the Wales Centre for Health joined forces with the Family Planning Association to manage the network. The AWSHN currently has approximately 800 members and is being expanded to include a role in promoting and strengthening local sexual health service networks.

Building Strong Bridges

www.buildingstrongbridges.org.uk

The Welsh Assembly Government established the Building Strong Bridges project in April 2003 to strengthen partnership working between the voluntary sector and the NHS in Wales. The project ensures that a more cohesive, inclusive and representative voluntary sector plays an important part in planning and policy development. Funding is provided to each of the 22 County Voluntary Councils to appoint and host a local Health and Social Care Facilitator, and to the Welsh Council for Voluntary Action to appoint a National Facilitator. By 2009, the Local Health Boards will play a more active part, contributing 30% of the Facilitator role's funding.

Children's Health in Asthma: Research to Improve Status by Modifying Accommodation (CHARISMA)

www.nphs.wales.nhs.uk

This trial is a unique collaboration between the National Public Health Service, the Local Authority Housing Department in Wrexham, Local Primary and Secondary care, and academic partners in Bangor and Cardiff Universities. A literature review showed that many studies have found correlation between poor housing and ill health, but there is less evidence of causation. The aim of this trial was to evaluate the effectiveness and cost-effectiveness of improving ventilation and heating in the homes of children of school age with moderate or severe asthma who live in Wrexham.

6. Innovative Partnership Working in Wales

Corporate Health Standard

<http://new.wales.gov.uk/topics/health/improvement/health-at-work/corporate-standard/?lang=en>

The Corporate Health Standard, run by the Welsh Assembly Government, is the quality mark for workplace health promotion in Wales. It is presented in Bronze, Silver, Gold and Platinum categories to public and private sector-organisations implementing practices to promote the health and well-being of their employees.

Like other workplace quality initiatives, it is a progressive programme and organisations are reassessed every three years.

Free Swimming

http://new.wales.gov.uk/topics/cultureandsport/sportandactiverекреation/free_swimming/?lang=en

Wales is the only nation in Europe with a national free swimming scheme for children under 16 during school holidays and people over 60 years across Wales. The Welsh Assembly Government has invested more than £1.8m since November 2004, and will continue to invest in free swimming schemes. The free swimming initiative is part of the Assembly Government's response to Health Challenge Wales, the national focus for action to improve health and well-being.

Inequalities in Health Fund

<http://new.wales.gov.uk/topics/health/improvement/communities/iih/?lang=en>

The Inequalities in Health Fund supports around 60 projects in disadvantaged areas across Wales. Each project has developed local action to address some of the inequalities in health that people who are at risk of, or who have heart disease, can face. Working with partners, including local government, the voluntary sector and front-line primary care and NHS Trust staff, projects have developed activities and services ranging from lifestyle, health screening, workplace health and cardiac rehabilitation.

Mental Health Promotion in Blaenau Gwent

Blaenau Gwent Local Public Health Team is leading local work on mental health promotion, in partnership with a wide range of organisations within the NHS, Local Authority and Voluntary sector. Poor mental health is a particularly important public health issue for the local population, as highlighted in the joint Health Social Care and Wellbeing Strategy for the area. In response, the team has planned a workshop to engage local partners that have a role in promoting positive mental health in order to critically assess existing activity across a range of different settings and explore what more can be done using what we know from the research evidence about 'what works'. The results of the workshop will be used to develop an action plan framework for Blaenau Gwent, which will be implemented by the mental health promotion partnership group.

6. Innovative Partnership Working in Wales

Mentro Allan

www.mentoallan.co.uk

Mentro Allan is a five-year £7m national programme funded by the BIG Lottery Fund to promote physical activity in the outdoors targeted at 'hard to reach' groups. The programme includes 15 local projects established and managed by a partnership board of five key national organisations comprising the National Public Health Service, Sports Council for Wales, Countryside Council for Wales, Welsh Local Government Association and the Wales Council for Voluntary Action.

Nutrition Network for Wales

www.nutritionnetworkwales.org.uk

The Nutrition Network for Wales facilitates partnership, collaboration and interaction to bring together all individuals and organisations concerned with improving diet and nutrition in Wales. Network members include government, health professionals, health professionals, teachers, voluntary agencies, universities, the food industry and others. NNW partners benefit from open communication with each other and sharing knowledge and best practice.

Physical Activity Network for Wales

www.panw.org.uk

PANW links with individuals and organisations across the whole spectrum of physical activity in Wales, providing support and facilitating partnership working. The network also facilitates the sharing of information and best practice principles, with the aim of increasing the physical activity levels of the people of Wales. To date, PANW has around 150 members from a wide range of organisations including the Wales Centre for Health, Welsh Council for Voluntary Action, National Public Health Service, Sports Council Wales, Play Wales, Countryside Council for Wales, Sustrans and many more.

Public Health Strategy

The Office of the Chief Medical Officer is leading the development of a Public Health Strategy for Wales that will focus on health improvement, health protection, quality of health services and health intelligence. Public consultation on a draft Strategy is planned for September 2007 and a final strategy will be issued by March 2008.

6. Innovative Partnership Working in Wales

Smoking Ban

www.smokingbanwales.co.uk

The Health Act 2006 devolved power to the National Assembly for Wales to make regulations for a ban on smoking in enclosed public places in Wales. The new law, introduced to save lives and prevent diseases caused by second-hand smoke, is due to come into force on 2 April 2007.

The All-Wales Smoking Cessation Service and Smokers Helpline Wales

<http://new.wales.gov.uk/topics/health/improvement/smoking/cessation/?lang=en>

People in Wales who want to give up smoking can contact the All Wales Smoking Cessation Service on 0800 085 2219, run collaboratively between the National Public Health Service and the Welsh Assembly Government. Clients are initially invited to an information session, where they can discover more about the services available, and are given advice and information on smoking cessation treatments. The Service also offers a six-week course of one hour weekly sessions, covering topics such as preparing to stop, dealing with cravings and withdrawal symptoms.

Welsh Backs

www.welshbacks.com

Welsh Backs is a joint initiative developed with Health Challenge Wales. Welsh Backs aims to reduce the physical burden faced by over two thirds of the population of Wales who will suffer from back pain at some time. Welsh Backs is based on similar initiatives in Scotland and Australia that have been successful in changing beliefs about back pain through multimedia engagement with the public, health professionals and employers.

Welsh Network of Healthy School Schemes

<http://new.wales.gov.uk/topics/health/improvement/children/schools/wnhss/?lang=en>

The Welsh Network of Healthy Schools Scheme encourages the development of local healthy school schemes within a national framework. Advice and guidance within the national framework, including national aims and guidance on local and national roles, is offered to local schemes through publications and national networking events. The scheme was developed after work with 12 schools in Wales as part of the European Network of Health Promoting Schools.

6. Innovative Partnership Working in Wales

The Route to Health Improvement

www.wlga.gov.uk/health

Through their work supporting local Health, Social Care and Well-being Partnerships, the Welsh Local Government Association's Health and Well-being Team identified the need for broader organisational development for Councils around the health improvement agenda. The Route to Health Improvement is the resultant 'enabling' programme, designed to assist Local Authorities in delivering their components of local Health, Social Care and Well-being strategies through Increasing understanding of their role in health improvement, enhancing capacity, and helping to create the environment in which their efforts can be maximised.

The programme, put together with the assistance of the National Public Health Service, has been constructed around the five key features of a health improving Local Authority:

- Health improvement is an integral part of the authority's corporate culture
- Policy development supports the core commitment to health improvement
- Collaboration brings added value to the health improvement effort
- Capacity to take forward the agenda has been strengthened
- Governance and performance management ensures healthy local public policy delivers change

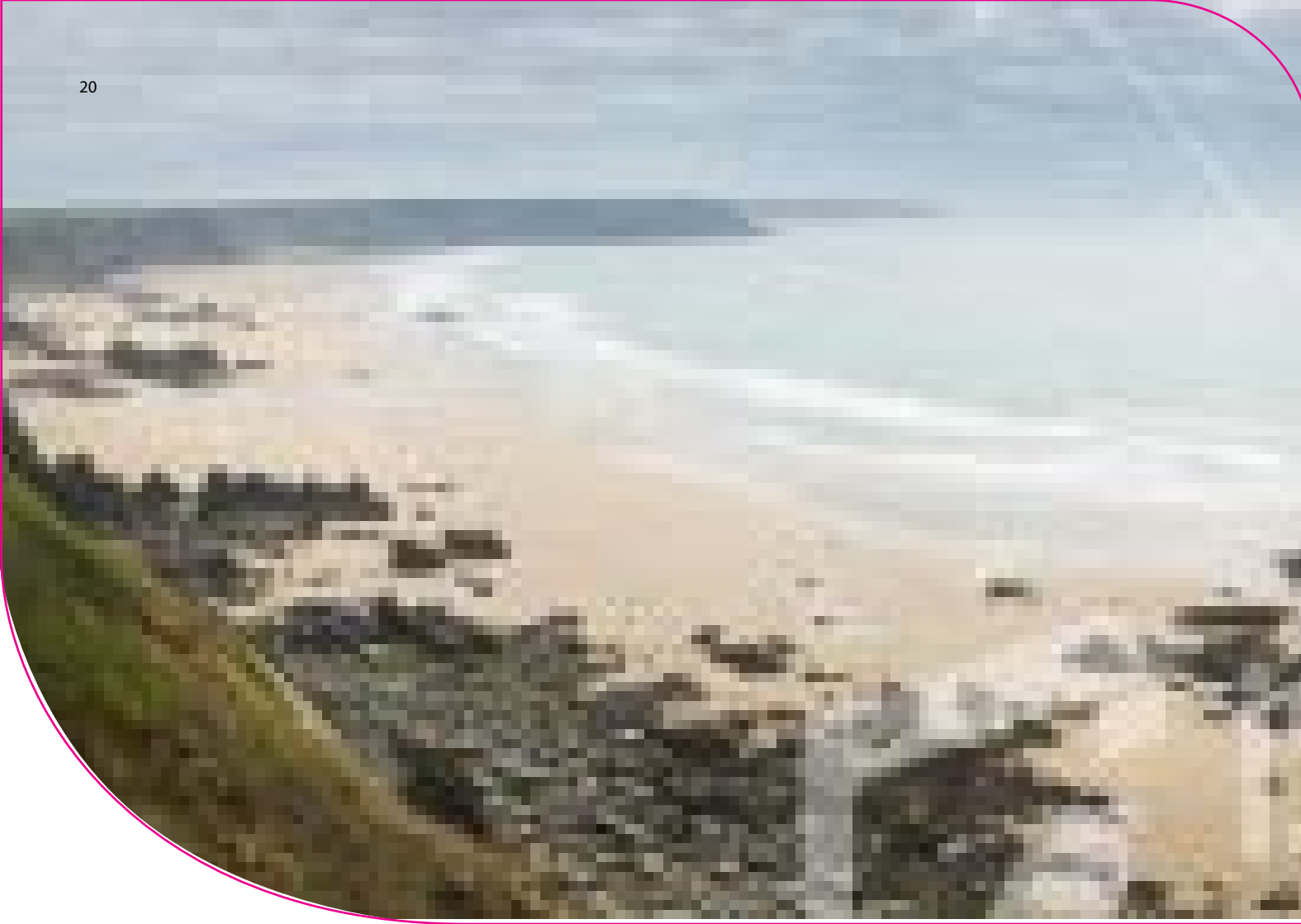
Work with local Corporate Health Improvement groups, Cabinet development sessions, and the development of an on-line database of notable practice are helping to deliver the objectives noted above.



7. Conclusion

With the development of its health, social care and well-being agenda, Wales is treading a path that is distinctly different to that being taken in the other countries by virtue of its inclusiveness and its commitment to promoting not just public health, but also sustainable public well-being.

Wales as a devolved nation is still in its infancy, and it is early days to fully assess the impact of this new approach. There are grounds for optimism however, from the success of the first round of Health, Social Care and Well-being strategic planning that it will be effective not only in tackling well documented health and social care inequalities, but in improving the well-being of the population as a whole.



8. Appendix

8.1 Partner Organisations

The National Public Health Service

www.nphs.wales.nhs.uk



The National Public Health Service provides the resources, information

and advice to enable the Welsh Assembly Government, Health Commission Wales, Local Health Boards, Local Authorities and NHS Trusts to discharge their statutory public health functions. The National Public Health Service, across Wales and through its Local Public Health Teams, plays a leading role in formulating the needs assessments for the Health, Social Care and Well-being Strategies. The National Public Health Service also has a key role in developing these strategies, implementing priorities arising from them and evaluating interventions.

Office of the Chief Medical Officer

<http://www.wales.gov.uk/cmo>



Llywodraeth Cynulliad Cymru
Welsh Assembly Government

The Office of the Chief Medical Officer of the Welsh Assembly Government implements the strategic direction for public health in Wales, and acts as an advocate for health on behalf of

the general public. It provides independent professional advice and guidance to the First Minister and other Welsh Assembly Government ministers, and to officials in the National Assembly for Wales on health and healthcare matters, and all matters that have an impact on health. OCMO also maintains appropriate UK and international links, working with other UK Chief Medical Officers, government departments and organisations.

PHA Cymru

www.ukpha.org.uk



PHA Cymru is the Welsh National branch of the UK Public Health Association. Its mission is to be a strong and unifying voice for public health and well-being focusing on the needs to eliminate inequalities in health, promote sustainable development and combat anti-health forces. PHA

Cymru believes the key to achieving this lies in the empowerment of the general public and voluntary and community sectors to influence the developing health and well-being agenda; and in an active collaboration between public health professionals in the statutory sector and public health activists working at all levels in the community and voluntary sectors.

8. Appendix

SHEPS Cymru



The Society for Health Education and Health Promotion Specialists in Wales was established

in 1982 with the aim of advancing health education and promotion. SHEPS Cymru is the professional voice for health promotion in Wales working with its partners to influence and improve public health policy and strategy development in Wales. SHEPS Cymru represents individuals with a specialist health promotion role in Wales working to promote professional recognition, development and standards.

The Wales Centre for Health

www.wch.wales.nhs.uk



The Wales Centre for Health is an Assembly Sponsored Public Body established to lead improvements in the nation's health and well-being by advocating on health issues, engaging with the public and communities, and speaking independently on health, free from corporate or economic interests. The Wales Centre for Health's statutory responsibilities as set out in the Health (Wales) Act 2003, include contributing to the development and maintenance of making information on health improvement and protection in Wales available to the public,

undertaking and commissioning research into such matters, and facilitating the development of training in such matters.

Wales Council for Voluntary Action

<http://www.wcva.org.uk>

Wales Council for Voluntary Action represents and supports voluntary organisations, community action, and volunteering in Wales. Together with county voluntary councils and volunteer centres, it provides a support structure for the third sector in Wales. The WCVA is working to increase involvement as a partner in the health, social care and well-being agenda in Wales. This is achieved through local health and social care facilitators in each county voluntary council, supported by a facilitator in WCVA working at the all-Wales level. Together they provide a communication tool linking local and national organisations with health and social care bodies at all levels.

All Wales Well-being NGO Network

www.wellbeingwales.org



The All Wales Well-being NGO Network is a collaboration of community and voluntary bodies - both national and local - with an interest and involvement in well-being. Its purposes are information exchange, mutual help and support,

education and training and campaigning in the cause of increasing the voluntary and community sector's involvement and influence of the Health and Well-being Agenda.

Welsh Local Government Association

www.wlga.gov.uk



WLGA • CLILC

The Welsh Local Government Association represents the interests of local government and promotes local democracy in Wales. Its primary purposes are to promote better local government and its reputation, and to support authorities in the development of policies and priorities which will improve public services and democracy. Underpinning this contribution, all 22 Councils in Wales are signed up to the principles of: utilising our community leadership role; protecting health through fulfilling our statutory obligations; providing high quality direct care and support to vulnerable groups; developing strong local strategic partnerships to deliver sustainable improvements in life circumstances; investing in our workforce; building evidence based policy by collecting robust information; and increasingly reflecting the principles of the W.H.O. Ottawa Charter.

8. Appendix

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