



Llywodraeth Cymru  
Welsh Government



LLESIANT  
CENEDLAETHAU'R DYFODOL  
WELL-BEING OF  
FUTURE GENERATIONS

Consultation Document

# Shaping Wales' Future:

## Using National Indicators and Milestones to measure our Nation's progress

Proposals for setting the first wave of national milestones for Wales and seeking views on the impact of the COVID-19 pandemic on the national indicators

Date of issue: 1 September 2021

Action required: Responses by 26 October 2021

[gov.wales](https://gov.wales)

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

**Overview****Shaping Wales' Future**

The purpose of this consultation is to seek views on setting national milestones for Wales that will assist Ministers in assessing progress towards achieving the seven well-being goals as set out in the Well-being of Future Generations (Wales) Act 2015.

The consultation will also ask whether any revisions need to be made to the existing national indicators following the experiences of the COVID-19 pandemic.

This document sets out the proposed values for nine national milestones and the proposed changes to the set of national indicators.

**Further information and related documents**

Large print, Braille and alternative language versions of this document are available on request.

The consultation documents can be accessed from the Welsh Government's website <https://gov.wales/consultations>

The Well-being of Future Generations (Wales) Act 2015  
<https://www.legislation.gov.uk/anaw/2015/2/contents/enacted>

Welsh Government's webpages on the Well-being of Future Generations (Wales) Act 2015 <https://gov.wales/well-being-of-future-generations-wales>

Senedd Cymru's webpages on the Well-being of Future Generations (Wales) Act 2015 <https://gov.wales/wellbeing-wales>

There is an accompanying blog to this consultation which can be found here : Shaping Wales' Future Blog | National Well-being: Indicators, Milestones, and Trends (gov.wales) <https://shapingwalesfuture.blog.gov.wales/>

**Contact details****For further information**

**Email:** [ShapingWalesFuture@gov.wales](mailto:ShapingWalesFuture@gov.wales)

**How to respond**

Submit your response by midnight 26 October 2021 in any of the following ways:

- Complete our online form [www.smartsurvey.co.uk/s/C5BX3H/](http://www.smartsurvey.co.uk/s/C5BX3H/)
- Download and complete the response form and email to: [ShapingWalesFuture@gov.wales](mailto:ShapingWalesFuture@gov.wales)

## Your rights

Under the data protection legislation, you have the right:

- to be informed of the personal data held about you and to access it
- to require us to rectify inaccuracies in that data
- to (in certain circumstances) object to or restrict processing
- for (in certain circumstances) your data to be 'erased'
- to (in certain circumstances) data portability
- to lodge a complaint with the Information Commissioner's Office (ICO) who is our independent regulator for data protection.

Responses to consultations are likely to be made public, on the internet or in a report. If you would prefer your response to remain anonymous, please tell us this in writing when you send your response. We will then redact them before publishing.

For further details about the information the Welsh Government holds and its use, or if you want to exercise your rights under the GDPR, please see contact details below:

### Data Protection Officer

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Cathays Park  
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CF10 3NQ

E-mail: [data.protectionofficer@gov.wales](mailto:data.protectionofficer@gov.wales)

### Information Commissioner's Office

Wycliffe House  
Water Lane  
Wilmslow  
Cheshire  
SK9 5AF

Telephone: 01625 545 745 or 0303 123 1113

Website: [ico.org.uk](http://ico.org.uk)

## UK General Data Protection Regulation (UK GDPR)

The Welsh Government will be data controller for any personal data you provide as part of your response to the consultation. Welsh Ministers have statutory powers they will rely on to process this personal data which will enable them to make informed decisions about how they exercise their public functions. Any response you send us will be seen in full by Welsh Government staff dealing with the issues which this consultation is about or planning future consultations. Where the Welsh Government undertakes further analysis of consultation responses then this work may be commissioned to be carried out by an accredited third party (e.g. a research organisation or a consultancy company). Any such work will only be undertaken under contract. Welsh Government's standard terms and conditions for such contracts set out strict requirements for the processing and safekeeping of personal data. In order to show that the consultation was carried out properly, the Welsh Government intends to publish a summary of the responses to this document. We may also publish responses in full. Normally, the name and address (or part of the address) of the person or organisation who sent the response are published with the response. If you do not want your name or address published, please tell us this in writing when you send your response. We will then redact them before publishing.

You should also be aware of our responsibilities under Freedom of Information legislation. If your details are published as part of the consultation response then these published reports will be retained indefinitely. Any of your data held otherwise by Welsh Government will be kept for no more than three years.

### Further information and related documents

You can view this document in alternative languages ([www.gov.wales/alternative-languages](http://www.gov.wales/alternative-languages)). If you need it in a different format, please contact us [www.gov.wales/contact-welsh-government](http://www.gov.wales/contact-welsh-government).

## Key terms

### Sustainable Development

Sustainable development means the process of improving the economic, social, environmental and cultural well-being of Wales by taking action, in accordance with the sustainable development principle, aimed at achieving the well-being goals.

### Well-being goals

The seven well-being goals show the kind of Wales we want to see. Together they provide a shared vision, and describe the economic, social, environmental and cultural well-being outcomes that will make Wales a more sustainable nation.

### Sustainable Development Principle

The sustainable development principle means 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. This means thinking about the future in what we do. There are five ways of working that make up the sustainable development principle. These are long term, prevention, integration, collaboration and involvement.

### Well-being Duty

Certain public bodies in Wales have a legal duty to carry out sustainable development – this is the well-being duty in the Well-being of Future Generations (Wales) Act. In carrying out this duty public bodies must set and publish objectives designed to maximise their contribution to achieving each of the well-being goals, and take all reasonable steps in meeting their objectives.

### National Well-being Indicators

To help us know whether progress is being made towards the seven well-being goals we have 46 national indicators. The national indicators are designed to represent the desired outcomes for Wales, and its people. These will help demonstrate progress towards the seven well-being goals. They are not performance indicators for an individual organisation or actions by an individual organisation. They provide a more holistic national picture of what is changing.

### National Milestones

The national milestones are a series of measures against the national indicators that set out our expectations of what the indicators should show in the future. They will help us understand whether the national indicators are moving in the right direction and moving us as a nation towards achieving the well-being goals.

### Well-being of Wales Report

Each year we publish a report on Wales' progress towards achieving the seven well-being goals. This is called the 'Well-being of Wales Report'. It uses the 46 national indicators and other data.

SECTION 1

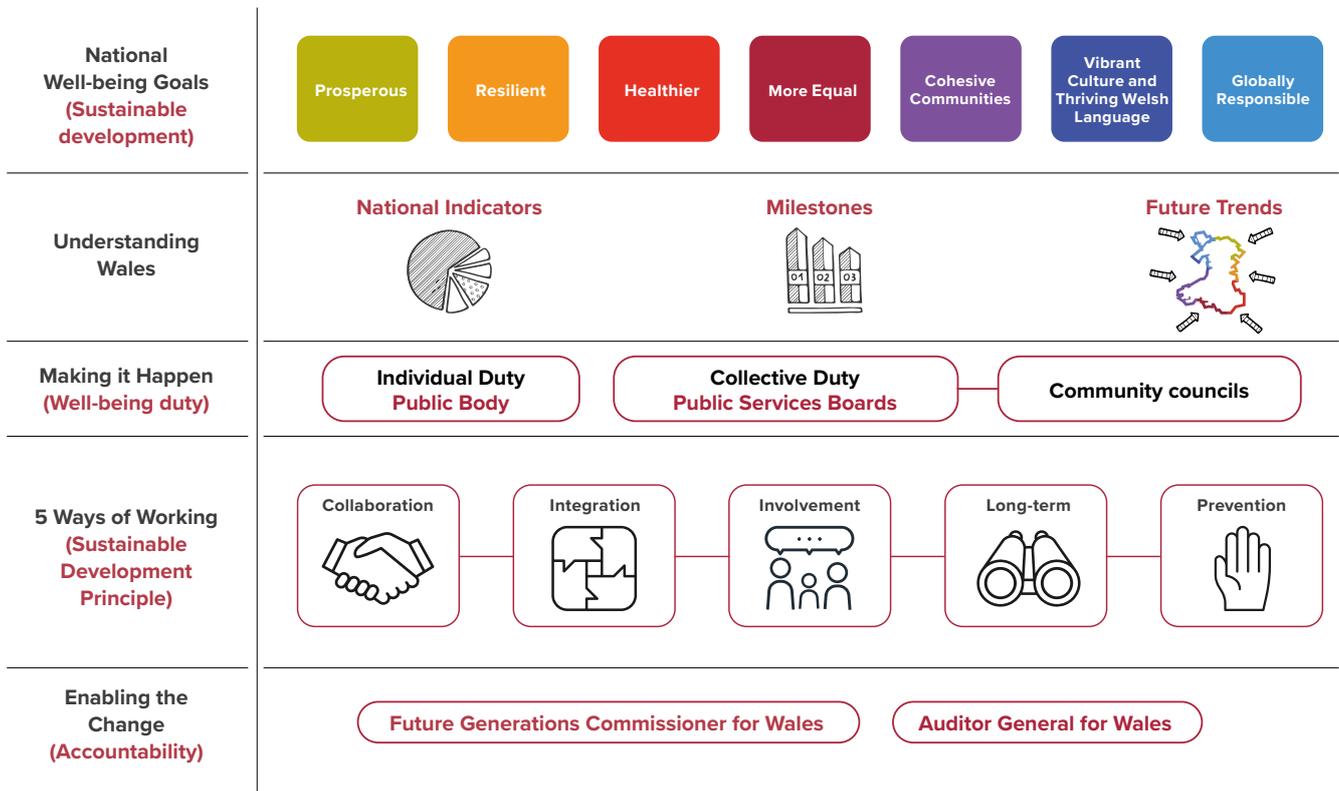
# Introduction to Shaping Wales' Future

**In Wales we are doing things differently. We have a law in Wales that helps us all work together to improve our environment, our economy, our society and our culture. For people, for our planet. For now, and for our future.**

This is called the Well-being of Future Generations (Wales) Act 2015 (from here on referred to as the Act). Wales is the first country in the world to legislate for the well-being of current and future generations in a way that ties in with the United Nations Sustainable Development Goals. The Act is designed to facilitate positive outcomes for the people of Wales and our planet, for current and future generations.

The Act is about improving the social, economic, environmental and cultural well-being of Wales. The Act provides us with seven well-being goals which aim to build a more equal, prosperous, healthier, resilient and globally responsible Wales with more cohesive communities and a vibrant culture and Welsh language.

Wales is working towards achieving the well-being goals.



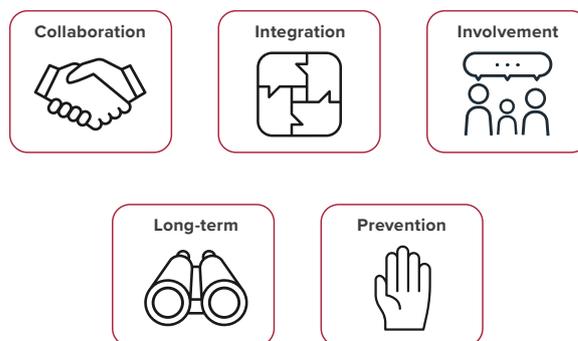
To help us to understand Wales' future we already have national well-being **indicators**, and we will set national **milestones** to provide a mechanism for monitoring national progress towards the seven well-being goals. In addition, a Future Trends Report [www.gov.wales/future-trends-2017](http://www.gov.wales/future-trends-2017) will identify the key social, economic, environmental, and cultural trends that could affect Wales in the future, as well as some of the factors that could influence the direction of those trends.

In 2016, we set 46 national indicators (the indicators) to help us measure progress towards the well-being goals. The indicators are updated throughout the year, as new data becomes available. The annual '*Wellbeing of Wales' report* [www.gov.wales/wellbeing-wales](http://www.gov.wales/wellbeing-wales) provides an update on progress made in Wales towards the achievement of the well-being goals, making reference to the indicators alongside other relevant data.

In 2019 we consulted on development of the national milestones [www.gov.wales/sites/default/files/consultations/2019-04/consultation-national-milestones-new.pdf](http://www.gov.wales/sites/default/files/consultations/2019-04/consultation-national-milestones-new.pdf), the national milestones will be targets set against the national indicators. Since then, as well as responding to the COVID-19 pandemic we have faced a number of other extraordinary challenges including addressing the climate and nature emergency, taking action to address inequality in all its forms and preparing for Wales' changed place in the world following the United Kingdom's exit from the European Union. This context is reflected in the proposals below.

## Shaping Wales' Future

We have aligned our responsibilities to set national milestones and indicators, and prepare a Future Trends Report so that collectively they can help us shape Wales' future towards the well-being goals. To guide how we take forward these pieces of work we are using the five ways of working that make up the sustainable development principle – thinking about the long term, collaboration, prevention, involvement and integration.



## What happens next?

Following the consultation we will consider your views. The final set of wave one national milestones and any indicator changes will then be considered and agreed by the Welsh Government Cabinet and laid before the Senedd in December 2021. We aim to publish consultation responses alongside the laying of the national milestones. The development of the proposed wave two milestones will then accelerate with the aim of a second consultation to follow in 2022 after we have worked closely with public bodies and stakeholders on refining those draft values.

## Section 2

# National Milestones

## Why are we setting national milestones?

**The seven well-being goals for Wales provide a description of an economically, socially and environmentally just Wales. Progress towards these well-being goals relies on actions from everyone in Wales, and in particular those public bodies who have a well-being duty to take action to achieve the well-being goals. We measure the well-being goals through the national indicators, and we believe that setting national milestones against these indicators can help galvanise collective action, as well as helping us to understand progress towards achievement of the well-being goals.**

We are setting national milestones this year against the backdrop of the commitment [www.gov.wales/programme-for-government-2021-to-2026](http://www.gov.wales/programme-for-government-2021-to-2026) by the Welsh Government to deliver a stronger, fairer and greener Wales.

## What is a national milestone?

A national milestone for Wales will set out a measurable shared ambition describing the pace and scale of change required in key areas under the seven well-being goals. They will help us understand and monitor our collective progress and whether we are travelling in the right direction and at the right pace as a nation towards achieving the well-being goals.

The Act states national milestones must be set that *"...the Welsh Ministers consider would assist in measuring whether progress is being made towards the achievement of the well-being goals."* In doing so Welsh Ministers must specify how we know that a national milestone has been achieved and the time by which it is to be achieved.

National milestones can be a specific target, or a range, or another way of helping us understand whether we are on the right track.

National milestones are **not** performance targets for any individual organisation, but are collective measures of success for Wales. This contribution can come from the public, private and third sector as well as individuals and communities. Public bodies subject to the Act each have a responsibility to take action and make a contribution to the achievement of the goals.

Our ambition is for the national milestones to both become a catalyst for collaborative action and a key measure of the pace and scale of change in a number of key areas.

## How did we choose which milestones to set?

The 2019 consultation *How do we assist Welsh Ministers in measuring a nation's progress?* [www.gov.wales/sites/default/files/consultations/2019-01/consultation-national-milestones.pdf](http://www.gov.wales/sites/default/files/consultations/2019-01/consultation-national-milestones.pdf) set out the indicators we proposed setting national milestones against and the criteria used to select these areas.

In July 2019, we published a summary of the responses [www.gov.wales/sites/default/files/consultations/2019-07/national-milestones-summary-of-responses.pdf](http://www.gov.wales/sites/default/files/consultations/2019-07/national-milestones-summary-of-responses.pdf) and further work was done on refining the small set of indicators against which national milestones would be set. The COVID-19 pandemic and the climate and nature emergency also had an impact on our thinking, helping to identify a revised small set of sixteen indicators against which to set national milestones.

National Well-being Indicators		1	2	3	4	5	6	7
02	Healthy Life Expectancy at birth including the gap between the least and most Deprived			•	•			
03	Percentage of adults who have fewer than two healthy lifestyle behaviours			•	•	•	•	
05	Percentage of children who have fewer than two healthy lifestyle behaviours			•	•	•		
08	Percentage of adults with qualifications at the different levels of the National Qualifications Framework	•		•	•			
10	Gross Disposable Household Income per Head	•		•	•			
14	Ecological Footprint of Wales	•	•					•
17	Pay Equality – for gender, ethnicity and disability	•			•			
18	Income poverty relative to the UK median	•	•	•	•	•	•	•
21	Percentage of people in employment	•		•	•			
22	Percentage of people in education, employment or training (different age groups)	•		•	•	•		
28	Percentage of people who volunteer					•	•	•
29	Mean mental well-being score			•	•			
33	Percentage of dwellings with adequate energy performance	•	•	•				•
37	Number of people who can speak Welsh					•	•	•
41	Emissions of Greenhouse gases within Wales	•	•	•				•
44	Status of biological diversity in Wales	•	•			•	•	•

**Key**

- 1 A prosperous Wales
- 2 A resilient Wales
- 3 A healthier Wales
- 4 A more equal Wales
- 5 A Wales of cohesive communities
- 6 A Wales of vibrant culture and thriving Welsh language
- 7 A globally responsible Wales

## Timescales for setting national milestones

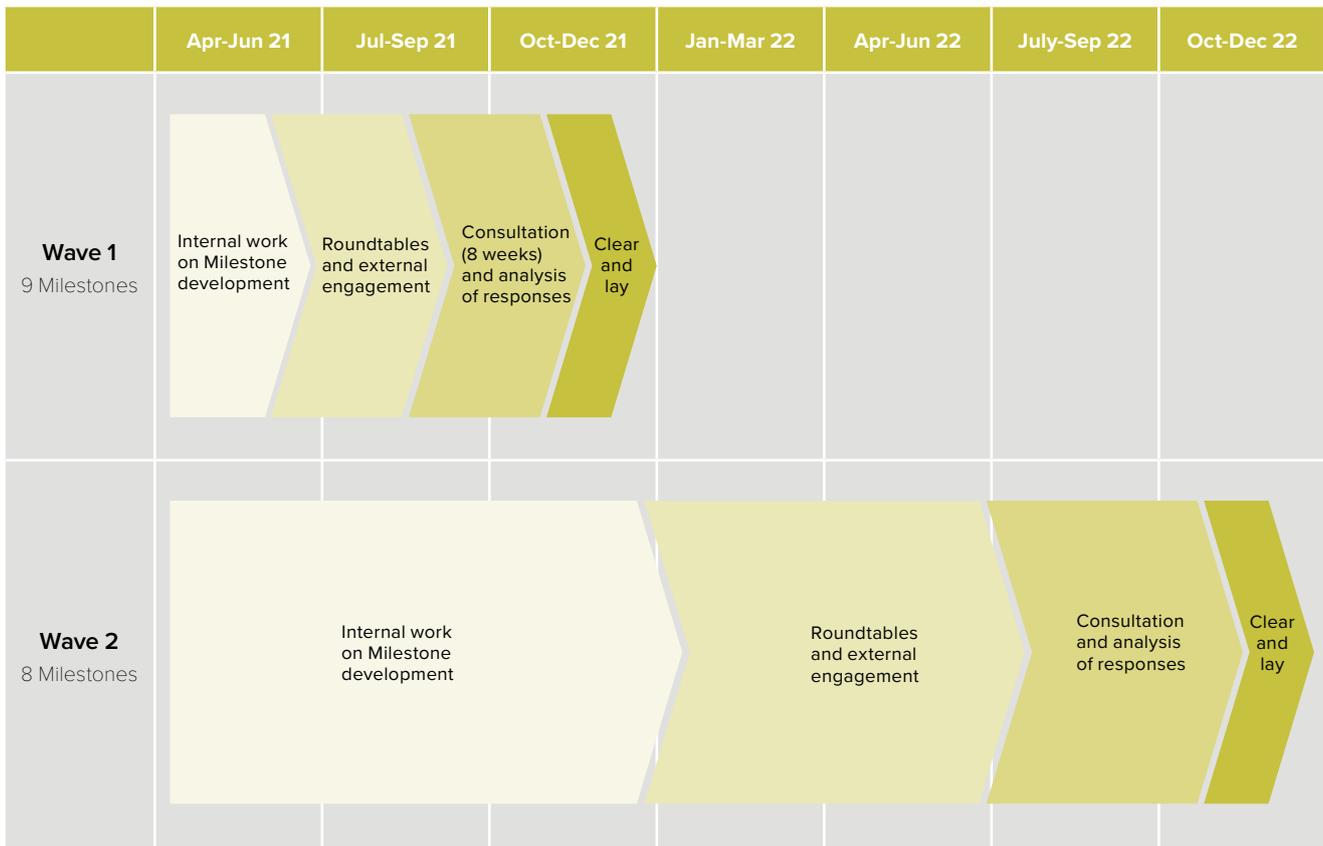
The COVID-19 pandemic seriously disrupted our ability to collect some of the data we use to measure progress towards a number of the indicators. This caused a delay to the planned work on the revision of the indicators and development of national milestones following the initial 2019 consultation.

This data disruption continues in some areas and therefore we are taking a two wave approach to setting the national milestones.

The first wave of nine national milestones will be set in 2021. These are the areas where the supporting data has been less impacted by the COVID-19 pandemic or where we propose making an existing and widely supported target into a national milestone for Wales.

We intend to deliver the second wave of national milestones in 2022. This will allow further work to be undertaken to mitigate the disruption to the supporting data sources.

### Two wave approach to developing national milestones



## Wave One milestones

National Well-being Indicators		1	2	3	4	5	6	7
05	Percentage of children who have fewer than two healthy lifestyle behaviours			•	•	•		
08	Percentage of adults with qualifications at the different levels of the National Qualifications Framework	•		•	•			
14	Ecological Footprint of Wales	•	•					•
17	Pay Equality – for gender, ethnicity and disability	•			•			
21	Percentage of people in employment	•		•	•			
22	Percentage of people in education, employment or training (different age groups)	•		•	•	•		
37	Number of people who can speak Welsh					•	•	•
41	Emissions of Greenhouse gases within Wales	•	•	•				•

We have been working with stakeholders to develop our thinking on draft national milestone values in eight areas, and these are the national milestones we will set in 2021 and the areas we are seeking views on in this consultation.

Each national milestone will contribute to a number of the well-being goals and, when considered together, will give a good indication of our nation's progress. This consultation seeks views on draft values for the first wave of national milestones for Wales to be laid before the Senedd in December 2021. These values have been developed with stakeholders through a number of forums, engagement events and discussions.

We have set out above a proposed timeline for the development of national milestones for Wales in two waves (2021 & 2022). In this consultation we are only seeking views on the first wave of national milestones.

This consultation also asks for views on some limited changes to the indicator set to reflect the lessons learned and experiences from the COVID-19 pandemic in particular.

## Proposed values for the first wave of national milestones for Wales

The following pages set out our proposals for the first wave of national milestones and the values that we would like your views on. Questions relating to each proposed national milestone are included in the online form [www.smartsurvey.co.uk/s/C5BX3H/](http://www.smartsurvey.co.uk/s/C5BX3H/).

### Milestone 1 and 2:

Indicator No 08	Percentage of adults with qualifications at the different levels of the National Qualifications Framework		
	1 A prosperous Wales	3 A healthier Wales	4 A more equal Wales
Milestone 1	75% of working-age adults in Wales will be qualified to Level 3 or higher by 2050		
Milestone 2	The percentage of working-age adults with no qualifications will be 5% or lower in every local authority in Wales by 2050		

### What does the data tell us?

The most recent statistics [www.gov.wales/levels-highest-qualification-held-working-age-adults-2020](http://www.gov.wales/levels-highest-qualification-held-working-age-adults-2020) on this national indicator (for 2020) were published in April 2021.

The 2020 analysis showed that overall, qualification levels in Wales increased in 2020, continuing the general increase seen over time.

An estimated 80.9% of working-age adults in Wales held at least level 2 qualifications compared with 79.1% in 2019. 62.3% of working-age adults in Wales were qualified to at least level 3 compared with 59.4% in 2019. 7.3% of working-age adults in Wales reported having no qualifications compared with 8.2% in 2019.

The proportion holding higher education or equivalent level qualifications (NQF level 4 or above) was 41.4% compared with 38.8% in 2019. The change in the proportion of working-age adults in Wales holding qualifications at level 4 or above represented the largest year-on-year increase since statistics began being calculated under the 18 to 64 working-age population definition in 2008. This also accounted for most of the increase in the proportion holding qualifications at level 3 or above, which was also the largest year-on-year increase since 2008.

## Why these national milestones?

The first proposed national milestone builds on targets set in the Welsh Government's *Employability Plan* [www.gov.wales/employability-plan](http://www.gov.wales/employability-plan). There is an existing target to eliminate the gap between Wales and the rest of the UK at all qualification levels in ten years, and ensure in future as a minimum, we maintain our performance relative to the rest of the UK.

People with higher level qualifications and skills are more likely to be in sustained employment, with larger earning and wage gains, particularly for those individuals from disadvantaged areas.

Wales has a lot to gain from stepping up our support for basic skills, foundation and digital skills. This will equip individuals with the skills for a changing world, whilst also increasing the adaptability of the workforce by providing opportunities for people to develop their skills and to acquire new ones.

We have worked with experts in the Learning and Work Institute to help inform the development of a national milestone in this area, particularly to aid consideration of whether a UK-wide comparison should continue to be used.

We found that while the current target is clear and understandable, it has the disadvantage of "locking in" existing areas of underperformance, in particular relative under performance of adults with few or no qualifications and those with Level 3 qualifications. Therefore there is a risk that even achieving the current target and closing the gap with the rest of the UK would not address these wider areas of underperformance.

Therefore we suggest that the principal focus of any new national milestone should be on developing specific targets for reducing the proportion of adults with no qualifications and raising rates at Level 3 and above. This would help to address issues of both competitiveness (for example, our higher-level skill base) and to also tackle disadvantage by reducing the proportion of adults without qualifications.

Achieving 75% of working age adults in Wales qualified to level 3 is our baseline ambition but work is ongoing with the Learning & Work Institute and other stakeholders to consider whether an even more stretching milestone target could be set in December.

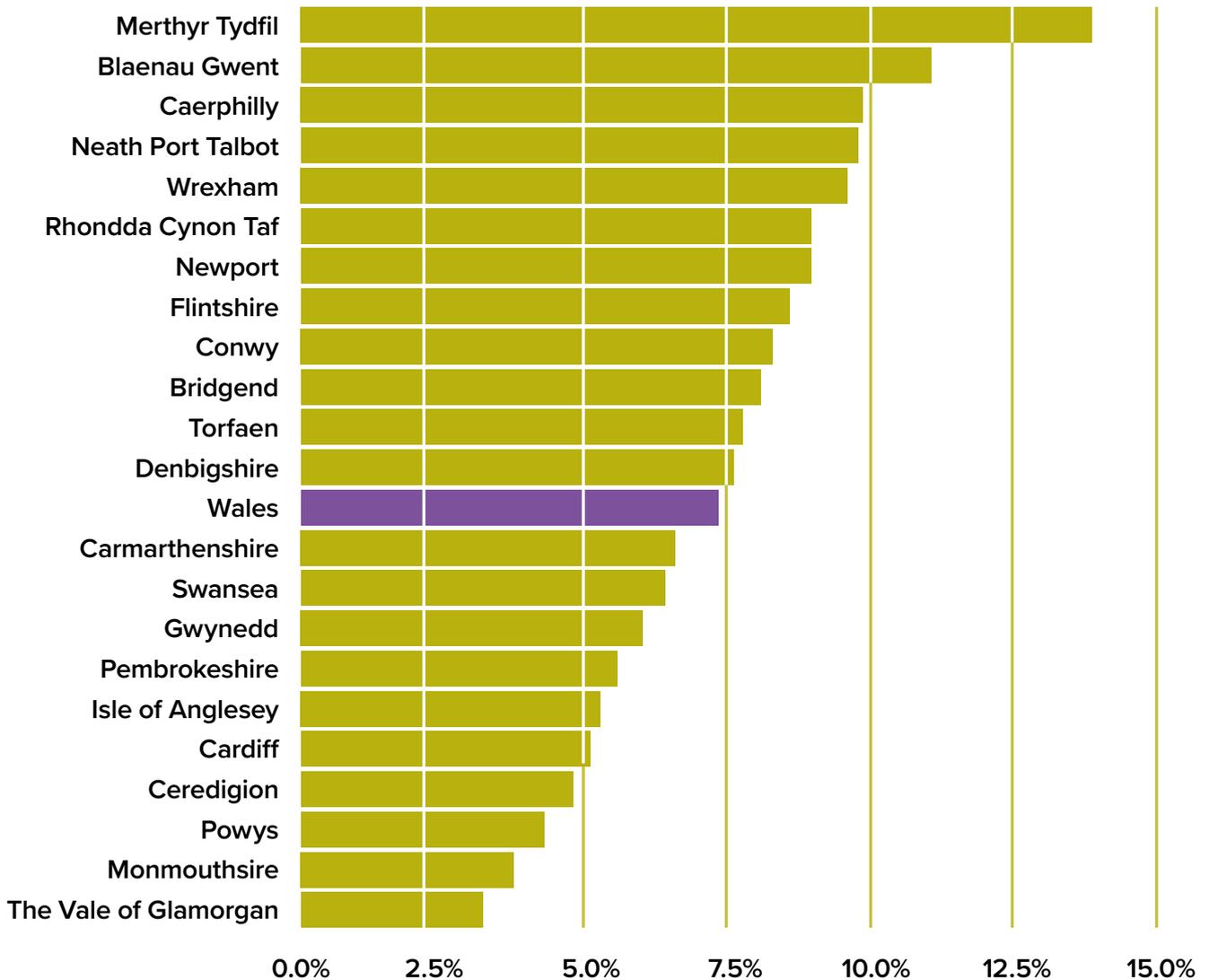
Level 3 (the equivalent to A-Level) is the gateway to high-skilled jobs and higher education; it is the level at which trade professionals can take on high level technical roles, with the theoretical and applied knowledge to work independently and add value to employers. Research shows that the productivity returns for individuals qualified to Level 3 are much higher than those qualified to Level 2. Setting a national milestone for this level demonstrates our ambition to raise skills levels, and also impact positively on qualification rates at higher levels.

The second national milestone is specifically intended to address the significant finding that a higher percentage of adults in more deprived areas of Wales have no qualifications.

Based on data [www.statswales.gov.wales/Catalogue/Community-Safety-and-Social-Inclusion/Welsh-Index-of-Multiple-Deprivation/WIMD-Indicator-data-2019/indicatordata-by-deprivationtenths](http://www.statswales.gov.wales/Catalogue/Community-Safety-and-Social-Inclusion/Welsh-Index-of-Multiple-Deprivation/WIMD-Indicator-data-2019/indicatordata-by-deprivationtenths) from the 2011 Census, the proportion of people with no qualifications is nearly five times higher for adults living in the 10% most deprived neighbourhoods compared to the 10% least deprived.

There is considerable variation at local authority level. In 2020, the highest proportions were in Merthyr Tydfil (13.9%) and Blaenau Gwent (11.1%) and the lowest in the Vale of Glamorgan (3.2%) and Monmouthshire (3.8%). These compare to a national average of 7.3%.

### Percentage of working age adults with no qualifications by local authority, 2020



Setting a Wales-wide target to reduce the percentage of working age adults with no qualifications would, therefore, be likely to mask significant inequalities between different areas of Wales.

We recognise that tackling inequalities of this sort should be one of the fundamental ambitions of setting national milestones and the joint actions and activities that are taken as a result.

When reporting against the first national milestone, we will publish data by protected characteristics including gender, age, disability and ethnicity. Similar breakdowns for the second national milestone will be dependent on sample sizes at local authority level.

### Milestone 3:

Indicator No 22	Percentage of people in education, employment or training (different age groups)			
	1 A prosperous Wales	4 A more equal Wales		
	3 A healthier Wales	5 A Wales of cohesive communities		
<b>Milestone 3</b>	At least 90% of 16-24 year olds will be in education, employment, or training by 2050			

### What does the data tell us?

The latest statistics [www.gov.wales/participation-young-people-education-and-labour-market-2018-and-2019-provisional](http://www.gov.wales/participation-young-people-education-and-labour-market-2018-and-2019-provisional) were published in July 2020 and include final estimates for the 2018 calendar year and provisional estimates for 2019. The percentage of 16 to 18 year olds in employment, education or training was 88.9% in 2019, down from 89.4% the previous year. 84.3% of 19 to 24 year olds were in employment, education or training in 2019, a slight increase from 84.0% the previous year.

Estimates of the participation of young people in education, employment or training are published annually in July, however the next release will be in September 2021 due to the Office for National Statistics (ONS) planning to recalibrate the weights of Annual Population Survey datasets from January 2020 onwards.

Estimates are published for 16-18 year olds and 19-24 year olds.

### Why this national milestone?

The Welsh Government Employability Plan published in 2018 set a number of targets including a commitment to reduce the number of people who are not in education, employment or training (NEET) in Wales.

There is strong evidence that periods of economic inactivity and unemployment early in a person's working life can have a detrimental impact on a range of outcomes in later life. Periods of economic inactivity that last for over a year

are particularly damaging for young people. Unemployment, underemployment and economic inactivity remain significant drivers of inequality.

Whilst there have been long-term improvements in relation to the labour market and wider employability context in Wales, young people have been identified as being especially vulnerable to employment changes caused by the COVID-19 pandemic.

A national milestone which continues to focus on the number of young people who are in Employment, Education and Training (EET) will help galvanise resources and activity around the key Programme for Government commitment on a Young Person's Guarantee. It will also support the strengthening of the Youth Engagement and Progression Framework and be a catalyst for our joined up long term approach.

When reporting against this national milestone, we will publish the data by gender. Data constraints mean that it's currently not possible to disaggregate the main measure of those in EET by other protected characteristics. However, our secondary measure of those not in education, employment or training (NEET) – the *Annual Population Survey* [www.gov.wales/young-people-not-education-employment-or-training-neeet](http://www.gov.wales/young-people-not-education-employment-or-training-neeet) series - are published broken down by age and disability, for a three-year average period. It may be possible to break this measure down by other characteristics where sample sizes allow. Again, it is likely this would need to be based on a three year average period.

**Milestone 4:**

Indicator No 21	Percentage of people in employment		
	1 A prosperous Wales	3 A healthier Wales	4 A more equal Wales
<b>Milestone 4</b>	Eradicate the gap between the employment rate in Wales and the UK by 2050, with a focus on raising labour market participation of under-represented groups		

**What does the data tell us?**

This indicator is the percentage of the population aged 16-64 in work in Wales. The employment estimate from the Annual Population Survey includes all people in work, including those working part-time. Employment measures the number of people in work and differs from the number of jobs because some people have more than one job.

The percentage of people aged 16-64 in employment in Wales has generally increased since 2011. The employment rate in Wales currently stands at approximately 72.8% (year ending December 2020). This compares to an estimated employment rate of 75.3% across the UK (Annual Population Survey).

However, stark inequalities prevail for protected groups who are significantly underrepresented in the labour market. For example, further disaggregated data from the Annual Population Survey shows that:

- The employment rate for disabled people in Wales was approximately 47.8%, compared with 80.2% for non-disabled people.
- The employment rate for people of a Black, Asian and minority ethnic background<sup>1</sup> in Wales was approximately 65.4% compared to 73.3% for people of a White background.
- The employment rate for females in Wales in the year ending December 2020 was approximately 70.7%, compared to 75.0% for males and 72.8% across Wales.

**Why this national milestone?**

We published our Employability Plan in 2018, which set a number of targets that relate to the proportion of people in employment in Wales. The Plan set targets to 'eliminate the gap in working age unemployment and economic inactivity rates between Wales and the UK within 10 years'.

Since 2018, the gap in the unemployment rate between Wales and the UK has narrowed, and in 2020 the unemployment rate in Wales fell below that of the UK.

This national milestone looks to maintain this position long term and by setting a comparative measure it allows the wider economic context across the UK to be considered.

We want to maximise the number of people able to participate in good quality, sustainable work, for which they receive fair pay, ensuring this is shared fairly across geographies and demographics, particularly amongst under-represented groups. We want to give everyone the best chance to find and keep decent work with long-term prospects, act to maximise fairness for all and eliminate inequality at every level of society.

When reporting against the national milestone, we will publish employment rate data and measure progress for protected groups including by gender, age, disability and ethnicity.

<sup>1</sup> To note: APS responses are based on demographic trends that pre-date the COVID-19 pandemic and as a result the Office for National Statistics intend to re-weight estimates for 2020 later in the year. This will particularly effect estimates for country of birth, nationality, ethnicity and disability. More information is available here [www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/methodologies/labourforcesurveyweightingmethodology](http://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/methodologies/labourforcesurveyweightingmethodology)

**Milestone 5:**

Indicator No 17	Pay Equality – for gender, ethnicity and disability	
	1 A prosperous Wales	4 A more equal Wales
<b>Milestone 5</b>	An elimination of the pay gap for gender, ethnicity and disability by 2050	

**What does the data tell us?**

The gender pay gap on a median hourly full-time basis (excluding overtime) in April 2020 was 4.3% in Wales and 7.4% in the UK. In 2018, disabled employees living in Wales were paid 9.9% less than non-disabled employees. This compares to 12.2% across the UK. In 2019, ethnic minority employees in Wales were paid 1.4% less than White employees. This is the smallest ethnicity pay gap across the UK countries and English regions and compares to 2.3% across England and Wales.

Data for the disability and ethnic minority pay gaps is in its infancy, for example the 2018 analysis of disability pay gaps in the UK was the first produced by ONS.

**Why this national milestone?**

Eliminating the pay gap is a vital step towards a society that enables people to fulfil their potential no matter what their background or circumstances. We are committed to the pursuit of economic and social justice and tackling pay inequality is an essential component of this.

Pay disparity reduces lifetime earnings and affects pensions – a significant cause of poverty in later life. Although many pay gaps are gradually decreasing over time, austerity measures and the changes to the labour market (e.g. public sector job cuts and pay freezes and the increasing use of zero hours contracts in the private sector) have contributed to widening pay disparities in the short-term.

Addressing pay inequality is also a key element in our vision of a Wales of fair work and the recognition that equality, diversity and inclusion at work is integral to our broader commitment to fair work for all workers in Wales.

Setting this ambition as the national milestone provides consistency in our approach and complements the aspirations set out in *Fair Work Wales* [www.gov.wales/fair-work-wales](http://www.gov.wales/fair-work-wales), the *Strategic Equality Action Plan* [www.gov.wales/sites/default/files/publications/2020-04/strategic-equality-plan-equality-aims-objectives-actions-2020-2024.pdf](http://www.gov.wales/sites/default/files/publications/2020-04/strategic-equality-plan-equality-aims-objectives-actions-2020-2024.pdf), the *Race Equality Action Plan* [www.gov.wales/race-equality-action-plan-anti-racist-wales](http://www.gov.wales/race-equality-action-plan-anti-racist-wales), the *Advancing Gender Equality Action Plan* [www.gov.wales/advancing-gender-equality-action-plan](http://www.gov.wales/advancing-gender-equality-action-plan); and the *Action on disability: right to independent living framework* [www.gov.wales/sites/default/files/publications/2019-09/action-on-disability-the-right-to-independent-living-framework-and-action-plan.pdf](http://www.gov.wales/sites/default/files/publications/2019-09/action-on-disability-the-right-to-independent-living-framework-and-action-plan.pdf).

**Milestone 6:**

Indicator No 05	Percentage of children who have fewer than two healthy lifestyle behaviours <sup>2</sup>	
	3 A healthier Wales	5 A Wales of cohesive communities
	4 A more equal Wales	
<b>Milestone 6</b>	To reduce the percentage of children with fewer than two healthy behaviours to 6% by 2035 and less than 1% by 2050	

**What does the data tell us?**

The 'healthy lifestyle behaviours' for children are: not smoking, eating fruit or vegetables daily, never/rarely drinking alcohol, and meeting the physical activity guidelines. The physical activity guideline for children outlined in national indicator 5 is 'being physically active for an hour or more, 7 days a week' (Welsh Government, 2019).

12% of children had fewer than two healthy lifestyle behaviours in 2017/18.

Disaggregated data (2019/20):

- 18% of children met daily physical activity guidelines
- 48% of children ate fruit or vegetables daily
- 94% of children never smoked
- 81% of children never/rarely drank alcohol

Overall, the data currently available suggest that there has been little change in healthy lifestyle behaviours among children in Wales since 2013/14.

**Why this national milestone?**

A fundamental purpose of the Act is to safeguard the health and well-being of the people of Wales and our ambition is to provide opportunities and remove barriers to children having the healthiest possible start to their lives.

We also know good habits as children often develop into making better choices as adults and our vision set out in *A Healthier Wales* [www.gov.wales/healthier-wales-long-term-plan-health-and-social-care](http://www.gov.wales/healthier-wales-long-term-plan-health-and-social-care) is that everyone in Wales should have longer, healthier and happier lives. Whilst our long-term ambition is for all children in Wales to have healthy lifestyles by 2050, we have established the interim target of halving the percentage of children with fewer than two healthy behaviours to 6% by 2035.

Research from the Wales Centre for Public Policy (WCPP) and feedback from a stakeholder roundtable event suggested that a quantitative national milestone would be more measurable than a purely narrative national milestone, and would therefore provide a greater degree of accountability to drive progress in this area across Wales.

Due to the impact of COVID-19 on the National Survey we will be developing a national milestone for adult healthy behaviours as part of wave 2 of this work, which will be designed to complement this national milestone.

**Milestone 7:**

Indicator No 14	Ecological footprint of Wales	
	1 A prosperous Wales	7 A globally responsible Wales
	2 A resilient Wales	
<b>Milestone 7</b>	Wales will use only its fair share of the world's resources by 2050	

**What does the data tell us?**

The footprint measure has been used to communicate how many planets would be needed if everyone in the world were to consume the same as Wales. In 2011 this estimate was equivalent to 2.5 planets worth of resources.

The global footprint is an indicator of the total environmental burden that society places on the planet. It represents the area of land needed to provide raw materials, energy and food, as well as absorb pollution and waste created and is measured in global hectares.

An Ecological Footprint for Wales was calculated by Stockholm Environment Institute/University of York for 2011 and published in 2015.

This suggested that the ecological footprint for Wales in 2011 was 10.05 million global hectares (Mgha). This is roughly equivalent to 5 times the size of Wales (2 million hectares) and 3.28 global hectares per capita.

**Why this national milestone?**

It is suggested we rename this measure the Global Footprint of Wales as a more accurate description of the wide breadth of levers and component parts which includes food consumption, construction, health services as well as energy consumption and imported goods.

The global footprint is influenced by the food people eat, the way they travel and the energy they use in the home. It also accounts for the purchase of products and services from insurance to televisions to items of clothing. Finally, it also includes impacts from construction activity and investment in infrastructure.

As part of our vision of a sustainable Wales by 2050 and as part of our continuing response to the climate and nature emergency we want to see Wales using only its fair share of the earth's resources.

We are exploring how we can best capture the contributions of all of our current interventions to this ambition and how we can produce an updated Footprint measure to help guide us.

**Milestone 8:**

Indicator No 41	Emissions of Greenhouse gases within Wales			
	1 A prosperous Wales	3 A healthier Wales		
	2 A resilient Wales	7 A globally responsible Wales		
<b>Milestone 8</b>	Wales will achieve net-zero greenhouse gas emissions by 2050			

**What does the data tell us?**

The Environment (Wales) Act 2016 sets out the statutory framework for reducing greenhouse gasses from Wales and instates a target to reduce emissions to net-zero by 2050.

Both the Environment Act targets and the national indicator measure progress by reference to the Greenhouse Gas Inventory, which records the estimated level of net annual greenhouse gas emissions from Wales. This data provides a statistical report on the annual level of net Welsh emissions, reporting both the estimated total emission sources from Wales and the estimate of Welsh removals (i.e. emissions removed from the atmosphere from the action of Welsh forests).

In 2019 (the latest year for which data is available) net Welsh emissions were reported as totalling 39.0 million tonnes of carbon dioxide (CO<sub>2</sub>) equivalent. Welsh emissions were 39.2 MtCO<sub>2</sub>e in 2019, whilst Welsh removals totalled -0.2 MtCO<sub>2</sub>e. The national milestone sets a target of balancing the net Welsh emissions to total zero in the year 2050.

Formal progress reports for the Environment Act target are required every 5-years in line with the carbon budget periods. However, national indicator No.41 reports on an annual basis. Therefore, the data reported under indicator 41 can serve to provide an indication of broad progress towards the net-zero national milestone, on an annual basis.

**Why this national milestone?**

In March 2021 Senedd Cymru approved a net-zero target for 2050. Net-zero means balancing the greenhouse gas emissions with the amount of gases we're removing from the atmosphere. Wales also has interim targets for 2030 and 2040, and a series of 5-year carbon budgets.

By setting net-zero by 2050 as a national milestone we are encouraging and empowering everyone in Wales to drive emissions down, which is vital as more than half of the recommendations from the Climate Change Committee (CCC) are partly or fully driven by societal or behavioural changes.

This means government, communities and businesses working together to change how we travel, shop, heat our homes, as well as switching to lower carbon diets. In all cases, large reductions in the amount of energy and natural resources we use is necessary to achieve the targets.

**Milestone 9:**

Indicator No 37	Number of people who can speak Welsh
	<ul style="list-style-type: none"> <li data-bbox="363 353 863 394">5 A Wales of cohesive communities</li> <li data-bbox="363 401 1134 442">6 A Wales of vibrant culture and thriving Welsh language</li> <li data-bbox="363 450 804 490">7 A globally responsible Wales</li> </ul>
<b>Milestone 9</b>	A million Welsh speakers by 2050

**What does the data tell us?**

The *Cymraeg 2050* [www.gov.wales/cymraeg-2050-welsh-language-strategy](http://www.gov.wales/cymraeg-2050-welsh-language-strategy) strategy includes a projection and trajectory to a million Welsh speakers based, primarily, on census and population data. At the 2011 Census, 562,000 people aged three or older reported that they could speak Welsh. The strategy states that we'll keep our progress under review and revisit the trajectory as necessary. The 2021 Census was carried out in Wales in March 2021 and the Office for National Statistics (which is responsible for the census in Wales and England) intends to publish all 2021 Census data within 24 months of the census. The Welsh language data is therefore expected to be available by March 2023. At that time we will update the projection and trajectory to a million speakers.

**Why this national milestone?**

The Welsh language is one of the treasures of Wales. It is part of what defines us as people and as a nation. The target of reaching a million Welsh speakers by 2050 was set in 2017 with the publication of the *Cymraeg 2050* strategy. It has provided a clear narrative and direction of travel for achieving 'a thriving Welsh language' as described in the national well-being goal.

Since the announcement of the target, we've been encouraged by the planning that has taken place across the education, childcare and early years sectors to increase the number of people who can speak Welsh. Those efforts have led to the opening of 40 new Welsh-medium nursery groups, some increases in the percentage and numbers receiving their school education through the medium of Welsh, and more Welsh-medium and bilingual learning activities being studied by students in further education, apprenticeships and higher education. An increasing number of adults are also now choosing to learn Welsh.

The Welsh language belongs to us all. So does the responsibility to implement policies in its favour. Setting a national milestone that echoes the *Cymraeg 2050* target of a million Welsh speakers allows us to, in collaboration with public bodies, renew our energy, be systematic in our approach to planning, and improve collaboration in order to secure the legacy our language deserves.

## Section 3

# National Indicators

## Background

The Act required Welsh Ministers to set national indicators (indicators) to assess progress towards achieving the well-being goals. From September 2015 to January 2016 we undertook an extensive public consultation [www.gov.wales/well-being-future-generations-wales-act-2015-how-do-you-measure-nations-progress](http://www.gov.wales/well-being-future-generations-wales-act-2015-how-do-you-measure-nations-progress) to identify what set of indicators should be developed to best measure progress against the well-being goals.

Through the consultation, it was agreed that indicators should measure outcomes and that the number of indicators should be kept short and manageable. They are measures for the whole of Wales and do not measure the performance of any one public body. Each indicator should make a contribution to the achievement of more than one goal and in addition, the indicators should resonate with the public and tell a clear story of progress towards the well-being goals.

The indicators were published [www.gov.wales/well-being-future-generations-national-indicators](http://www.gov.wales/well-being-future-generations-national-indicators) and laid before the National Assembly for Wales in March 2016. The annual *Well-being of Wales report* [www.gov.wales/wellbeing-wales](http://www.gov.wales/wellbeing-wales) draws on the indicators and other data to present a picture of progress towards the goals.

## What changes are already planned to the National Indicators?

In 2019 we ran a consultation to seek feedback on the first three years of using the indicators and asked if there should be any changes to the set. The feedback we received [www.gov.wales/measuring-our-nations-progress](http://www.gov.wales/measuring-our-nations-progress) showed that there was no overwhelming appetite for substantial updates to the indicators but we did commit to making some changes, including:

- a) Amending the indicators around the quality of work, taking into account the recommendations of the Fair Work Commission:
  - Replacing the existing indicator on quality of employment with an indicator on the proportion of employees earning at least the real Living Wage, sourced from the ONS Annual Survey of Hours and Earnings.
  - Removing the indicator on job satisfaction.
  - Introducing an indicator on the proportion of employees whose pay is set by collective bargaining, sourced from the ONS Annual Survey of Hours and Earnings.
- b) Including a new National Survey for Wales question set on “active global citizens” to replace the indicator on Sustainable Development Goal partnerships.

Questions in this set will include whether individuals have donated, volunteered or supported a range of international issues such as global poverty, human rights and climate change.

- c) Extending the pay difference indicator to include ethnicity and disability pay gaps, alongside the existing indicator on gender pay.
- d) Extending the indicator on emissions of greenhouse gases within Wales to bring it in line with Part 2 (35) of the Environment Act (Wales) 2016. The main impact of this change is to include Wales' share of international aviation and international shipping.
- e) Amending the indicator on Welsh speakers to reflect the number rather than the percentage of Welsh speakers. This is consistent with the national ambition to reach a million Welsh speakers by 2050, which is the proposed national milestone for the Welsh language.
- f) Renaming the Ecological Footprint of Wales indicator as the Global Footprint of Wales, which more accurately reflects how it is referred to internationally and the cross-cutting nature of what is measured.

We will also ensure that existing indicators will be broken down by protected characteristics and socio-economic background where data is available.

The impact of the COVID-19 pandemic resulted in these changes to the indicators not being implemented in 2020 as planned. However we remain committed to implementing these changes this year.

In addition, it is impossible to ignore the experience of the last 18 months and the areas the COVID-19 pandemic has highlighted as contributing towards the well-being of Wales. We are therefore seeking views on whether the experience of the COVID-19 pandemic has highlighted gaps in the current set of indicators.

## Proposals

The following pages set out the potential gaps in the current indicator set that we would like your views on. Questions relating to each of these are included in the online form [www.smartsurvey.co.uk/s/C5BX3H/](http://www.smartsurvey.co.uk/s/C5BX3H/).

We aim to maintain a small set of indicators that help us understand progress towards the well-being goals, but it is important that they remain relevant and reflect the areas that are important to the achievement of the seven well-being goals. The experience of the COVID-19 pandemic has highlighted topics that have become increasingly important in the achievement of our well-being goals and could therefore be included in the set of indicators.

Through our engagement activity we have identified potential gaps, including digital inclusion and travel. We are seeking your views on these and other potential gaps in the existing indicator set.

Additionally we are also seeking views on indicator 33 [www.gov.wales/wellbeing-wales-national-indicators](http://www.gov.wales/wellbeing-wales-national-indicators) *Percentage of dwellings with adequate energy performance* and if this should be changed.

## Mode of travel

There are currently no indicators directly related to transport and travel. This has been highlighted as a potential gap given that some forms of transport make a substantial contribution to carbon emissions and moving to more sustainable modes of travel is important for decarbonisation and physical health.

There are two aspects that could potentially be considered as part of this indicator. An indicator on travel could be considered through two lenses:

- a) focused on active travel, for example the percentage of people who actively travel or percentage of journeys that are by active travel;

or

- b) focused on decarbonisation, for example percentage of journeys that use a sustainable mode. The 'Llwybr Newydd: the Wales Transport Strategy 2021' sets out plans for the transport system in Wales over the next 20 years. It has a focus on the need for fewer cars on roads, and sets a target to increase the proportion of journeys being made using public transport, walking or cycling. A new Wales National Travel Survey is proposed that will provide data on journey mode share and enable progress to be measured.

### Minimum digital living standard

During the COVID-19 pandemic digital tools have been increasingly important for staying in touch with friends and family, accessing public services and working remotely. The COVID-19 pandemic has further highlighted the barriers faced by those who lack the tools or skills to use digital services with confidence. A minimum digital living standard for Wales is being explored, which would include a recognised baseline for what it means to be digitally included, potentially covering concepts such as connectivity speed, device and basic digital skills.

Further details can be found in the *Digital strategy for Wales: delivery plan* [www.gov.wales/digital-strategy-wales-delivery-plan.html](http://www.gov.wales/digital-strategy-wales-delivery-plan.html)

### Indicator 33 - Percentage of dwellings with adequate energy performance

This indicator measures energy performance using the Standard Assessment Procedure (SAP). There is increasing recognition that use of the SAP alone is not the best benchmark for energy efficiency of housing. A wider suite of measures may be needed which recognises energy efficiency, environmental impact rating and affordability. In addition, as the SAP methodology is improved and refreshed periodically it can have a big impact on the re-categorising of older scores so may not provide a consistent long term measure.

Given these points, we welcome your views on whether the current indicator should be amended.

### Additional gaps in the National Indicator set

We would also welcome your thoughts on any further gaps you feel the COVID-19 pandemic may have highlighted in the way we measure progress towards our well-being goals.

If you would like to propose an additional indicator, please provide the following information:

- What is the name of the proposed indicator?
- What is the data source for this indicator?
- Please provide an explanation for why this indicator best measures the well-being of Wales.
- Which well-being goals does the indicator directly impact on?

## Section 4

# Consultation questions

## National Milestones

### Question 1

Do you agree with the two proposed national milestones for indicator No.8 *Percentage of adults with qualifications at the different levels of the National Qualifications Framework?*

Yes/No

- a) If yes, but you would like some changes, what would you change about the proposed national milestones?
- b) If no, please provide evidence for what a more suitable national milestone for Wales would be.

### Question 2

Do you agree with the proposed national milestone for indicator No.22 *Percentage of people in education, employment or training (in different age groups)?*

Yes/No

- a) If yes, but you would like some changes, what would you change about the proposed national milestone?
- b) If no, please provide evidence for what a more suitable national milestone for Wales would be.

### Question 3

Do you agree with the proposed national milestone for indicator No.21 *Percentage of people in employment?*

Yes/No

- a) If yes, but you would like some changes, what would you change about the proposed national milestone?
- b) If no, please provide evidence for what a more suitable national milestone for Wales would be.

### Question 4

Do you agree with the proposed national milestone for indicator No.17 *Pay Equality – for gender, ethnicity and disability?*

Yes/No

- a) If yes, but you would like some changes, what would you change about the proposed national milestone?
- b) If no, please provide evidence for what a more suitable national milestone for Wales would be.

### Question 5

Do you agree with the proposed national milestone for indicator No.5 *Percentage of children who have fewer than two healthy lifestyle behaviours?*

Yes/No

- a) If yes, but you would like some changes, what would you change about the proposed national milestone?
- b) If no, please provide evidence for what a more suitable national milestone for Wales would be.

### Question 6

Do you agree with the proposed national milestone for indicator No.14 *Ecological Footprint of Wales?*

Yes/No

- a) If yes, but you would like some changes, what would you change about the proposed national milestone?
- b) If no, please provide evidence for what a more suitable national milestone for Wales would be.

### Question 7

Do you agree with adopting the existing *Net-Zero greenhouse gas emissions* target as a national milestone?

Yes/No

- b) If no, please provide evidence for what a more suitable national milestone for Wales would be.

### Question 8

Do you agree with adopting the existing Cymraeg 2050 target of reaching *a million Welsh speakers by 2050* as a national milestone?

Yes/No

- b) If no, please provide evidence for what a more suitable national milestone for Wales would be.

### Question 9

How do you think we should communicate the national milestones and national well-being indicators with the people and communities of Wales?

*Open text response*

### Question 10

We are keen to gather evidence on the potential impacts and opportunities of achieving all the national milestones, and in particular, any dependencies between them. For example, there could be unintended consequences of making progress towards achieving a national milestone on another national milestone, or opportunities to deliver wider benefits between national milestones. Please use this space to provide evidence of these connections and interdependencies.

*Open text response*

## National Indicators

Please use this template to comment on digital inclusion, sustainable travel or other potential gaps to the existing indicator set, and to comment on potential changes to indicator 33.

### Mode of travel

#### Question 11

Do you think an indicator on mode of travel should be added to the existing national indicator set?

Yes/No

- If “Yes”, please provide the idea(s) or concept(s) you would like the indicator to capture?
- If “No”, why would this not form an appropriate indicator?
- Are you aware of a data source(s) that could be used to measure this indicator?

### Minimum digital living standard

#### Question 12

Do you think an indicator on a minimum digital living standard should be added to the existing indicator set?

Yes/No

- If “Yes”, please provide the idea(s) or concept(s) you would like the indicator to capture?
- If “No”, why would this not form an appropriate indicator?
- Are you aware of a data source(s) that could be used to measure this indicator?

### Indicator 33 – Percentage of dwellings with adequate energy performance (measured using the Standard Assessment Procedure)

#### Question 13

Do you think indicator 33 “percentage of dwellings with adequate energy performance” should be changed?

Yes/No

- If “Yes”, please provide the idea(s) or concept(s) you would like the indicator to capture?
- If “No”, why shouldn’t the indicator be changed?
- Are you aware of a data source(s) that could be used to measure this indicator?

### Additional gaps to the national indicator set

#### Question 14

We would also welcome your views on any further gaps you feel the COVID-19 pandemic may have highlighted in the way we measure progress towards our well-being goals?

If you would like to propose an additional indicator, please provide the following information:

- What is the name of the proposed indicator?
- What is the data source for this indicator?
- Please provide an explanation for why this indicator best measures the well-being of Wales
- Which well-being goals does the indicator directly impact on?

*Open text response*