Ireland's Well-Being Framework:
Consultation Report

An Chomhairle Náisiúnta Eacnamaíoch agus Shóisialta
National Economic & Social Council

NESC

1.   The main tasks of the National Economic and Social Council shall be to analyse and report on strategic issues relating to the efficient development of the economy and the achievement of social justice.

2.   The Council may consider such matters either on its own initiative or at the request of the Government.

3.   Any reports which the Council may produce shall be submitted to the Government, and shall be laid before each House of the Oireachtas and published.

4.   The membership of the Council shall comprise a Chairperson appointed by the Government in consultation with the interests represented on the Council, and

   • Three persons nominated by agricultural and farming organisations;

   • Three persons nominated by business and employers organisations;

   • Three persons nominated by the Irish Congress of Trade Unions;

   • Three persons nominated by community and voluntary organisations;

   • Three persons nominated by environment organisations;

   • Four other persons nominated by the Government, including the Secretaries General of the Department of Finance, the Department of Business, Enterprise and Innovation, the Department of Housing, Planning and Heritage, the Department of Public Expenditure and Reform.

   • Seven people possessing knowledge, experience and skills which the Taoiseach considers relevant to the functions of the Council

5.   Any other Government Department shall have the right of audience at Council meetings if warranted by the Council's agenda, subject to the right of the Chairperson to regulate the numbers attending.

6.   The term of office of members shall be for three years. Casual vacancies shall be filled by the Government or by the nominating body as appropriate. Members filling casual vacancies may hold office until the expiry of the other members' current term of office.

7.   The numbers, remuneration and conditions of service of staff are subject to the approval of the Taoiseach.

8.   The Council shall regulate its own procedure.

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Contents

Acknowledgements

v

The Council would like to sincerely express its gratitude to the members of the Stakeholder and Expert Group for the time and expertise that they have contributed to this project.

Acronyms

AIC	Actual Individual Consumption
ACT	Australian Capital Territory
BES	Il Benessere Equo e Sostenibile (Italian measure of equitable and sustainable well-being)
BOBF	Better Outcomes, Brighter Futures
CSO	Central Statistics Office
CYPSCs	Children and Young People's Services Committees
DAFM	Department of Agriculture, Food and the Marine
DCU	Dublin City University
DCYA	Department of Children and Youth Affairs
DECC	Department of Environment, Climate and Communications
DETE	Department of Enterprise, Trade and Employment
DFA	Department of Foreign Affairs
DFHERIS	Department of Further and Higher Education, Research, Innovation and Science
DHLGH	Department of Housing, Local Government and Heritage
DRCD	Department of Rural and Community Development
DoEd	Department of Education
DoD	Department of Defence
DoF	Department of Finance
DoH	Department of Health
DoJ	Department of Justice
DoT	Department of the Taoiseach
DoTrans	Department of Transport
EPA	Environmental Protection Agency
EU	European Union
GDP	Gross Domestic Product
GNI	Gross National Income
GSS	General Social Survey
HI	Healthy Ireland
HSE	Health Service Executive
IDWG	Inter-Departmental Working Group

INSEE	Institut de la Statistique et des Études Économiques (French National Institute for Statistics and Economic Studies)
IGEES	Irish Government Economic and Evaluation Service
INCASE	Irish Natural Capital Accounting for Sustainable Environments
ISTAT	Istituto Nazionale di Statistica (Italian National Institute of Statistics)
LCDCs	Local Community Development Committees
LSF	Living Standards Framework
NCS	National Childcare Scheme
NDP	National Development Plan
NESC	National Economic and Social Council
NGOs	Non-Governmental Organisations
NPF	National Planning Framework
NSOs	National Strategic Outcomes
NSS	National Spatial Strategy
NWI	National Welfare Index
OECD	Organisational for Economic Co-operation and Development
ONS	Office of National Statistics
PPIW	Public Policy Institute for Wales
PPNs	Public Participation Networks
RSES	Regional Spatial and Economic Strategies
SDG	Sustainable Development Goals
SEEA EA	System of Environmental-Economic Accounting — Ecosystem Accounting
SEED	Social, Economic, Environment and Democratic
SICAP	Social Inclusion and Community Activation Programme
SJI	Social Justice Ireland
SOAs	Single Outcome Agreements
TILDA	The Irish Longitudinal Study on Ageing
UCC	University College Cork
UNDP	United Nations Development Programme
QUB	Queen's University Belfast
UN	United Nations
VNR	Voluntary National Review
WISE	Well-being, Inclusion, Sustainability and Equal Opportunity

Executive Summary

The commitment in the Programme for Government 2020 has put Ireland on a journey towards the development of a well-being framework.

The limits of existing approaches, in economic, social and environmental terms, have generated momentum to develop alternative measures of societal progress. These limits are recognised within the Irish policymaking system.

In Ireland, the range of different types of well-being initiatives provide an important resource. The work of the Organisation for Economic Co-operation and Development (OECD) and of a number of countries, including New Zealand, also provides valuable insights.

Case for Well-Being Framework in Ireland

The Council believes that there is a compelling case for developing a well-being framework in Ireland and for the centrality of consultation to this work.

NESC consultation and research, supported by a Stakeholder and Expert Group, finds a strong consensus that Ireland can and should embrace a well-being framework as a fresh means of setting priorities, developing policy and allocating resources.

> *A well-being framework can help to create a shared vision that mobilises action by linking policy action and review to the measured lived experience of citizens.*

A well-being framework is a means of articulating a shared vision or ambitious idea about the future that people can relate to and support. It recognises the need to view progress towards that shared vision through the lens of the lived experience of citizens. It is an opportunity to bring about transformation in a fairer and more equitable manner.

Well-being frameworks are designed to orientate work within the policy system towards achieving a shared vision, and improving individuals' lived experience. In practice, well-being frameworks do this by focusing on trade-offs and outcomes – often new outcomes which have not been systematically included in decision-making in the past, such as social connections, quality of place, and a sense of belonging or of isolation.

Over time, a well-being framework can create an important means of reaching out to and engaging with organisations and citizens about their assessment of their progress, obstacles and lessons learned. By doing so a well-being framework can help reduce the sense of anxiety and tension around change and progress.

It has the potential to improve scrutiny and oversight, as it requires policymakers to state clearly what they understand well-being to be, and how they will monitor improvement or decline over time. In turn, this enables people to scrutinise those choices and propose alternatives, and gives people a framework within which they can state their preferences, in systematic ways, across a range of outcomes.

The focus on consultation can also help ensure a just transition that ensures that people, particularly those worst affected, are treated fairly as Ireland becomes a low-carbon society.

Developing Indicators

There is strong support for practical action to deliver tangible early results in designing a framework. The Inter-Departmental Working Group, which included the CSO and NESC, defined 11 dimensions with an associated set of well-being indicators.

> *The CSO have developed a demonstration dashboard to communicate how the first interactive well-being framework will look and function.*

The NESC consultation, which included 450 survey responses, shaped this work in a number of ways. It identified:

- that all 11 of the well-being dimensions in the OECD framework resonate strongly in Ireland;

- specific issues and concerns of Irish citizens, including culture, language and heritage; access to services and amenities; social connections, and access to green space and nature;

- the importance of giving adequate weighting to the future, in particular environmental sustainability;

- the need for clear and transparent criteria for selecting indicators;

- the need for better data on children and young people's well-being in the final indicator set; and

- the need for enhanced data sources to help future consideration of trade-offs.

Developing a Vision

The well-being framework creates an opportunity to focus on developing and discussing an overarching vision.

The vision of the Ireland which people want focuses strongly on an overarching commitment to equality and inclusion, participation and to protecting the environment and biodiversity.

The more consultative and participative route, which underpins the well-being work, builds on the assumption that policy affects everyone and therefore everyone should have a say in how those policies are developed.

The consultation revealed three overarching and inter-linked priorities: equity, agency and sustainability.

Equity reflects a desire to ensure that a 'spirit of equity' or 'social friendship' is more evident in Ireland. Survey respondents frequently linked equality with ensuring societal well-being: a fair and equitable society is needed to ensure citizens' well-being and to enable taking collective decisions in the common interest.

Agency is concerned with the meaningful engagement of citizens in identifying priorities. The consultation and research, in Ireland and internationally, showed that well-being is complex, multi-faceted, and personal and societal, and is therefore best understood through deliberative and deep dialogue with citizens. Well-being frameworks that do not sufficiently engage with citizens risk becoming a technocratic exercise with limited public buy-in, and limited capacity to create social capital.

Sustainability emerged as a key priority in the consultation, both among members of the stakeholder and expert group and in the wider survey. Key concerns related to identifying and resolving potential trade-offs between dimensions, in particular short-term economic well-being (according to some measures) and environmental sustainability.

Guidance for a transformative approach to well-being

Developing a well-being framework and a dashboard is the first phase of work. An initial review of Irish and international experience of a diverse range and different types of well-being initiatives provides guidance for future phases of work.

At this point, the view that well-being can be transformative is largely aspirational. However, it is an aspiration that is widely held. The possibility for the work on well-being to be transformative is, therefore, in our hands.

To capture fully the potential of work on a well-being framework in Ireland, four lines of action are recommended.

First, understand how well-being frameworks support transformational change. A key concern is how the framework actually changes outcomes. To date, there is no strong evidence linking well-being indicators to outcomes. NESC work indicates the importance of further research that would explore successful experiences with outcomes approaches in

Ireland in more depth, and examine how other countries address citizens' concerns about equity, agency and sustainability.

NESC work in this area would be closely co-ordinated with ongoing work by the Department of Public Expenditure and Reform. The embassy network should also be engaged with to help identify promising budgetary and administrative practices in selected countries and multilateral organisations.

Second, foster a deeper understanding of equity. The promise of a well-being framework is that improving overarching priorities, such as equity, would consider how this value is reflected in, and affected by, inputs and actions in all 11 domains.

NESC will undertake work to support a deeper understanding of the factors that foster a 'spirit of equity' in Ireland. This work will focus on how specific cohorts consistently experience disadvantage, and how to break the pattern of continuing and inter-generational inequity.

Third, develop processes and institutions to support agency. A public conversation is needed, which would involve multi-step intensive consultation, with different modes of deliberation and engagement, tailored to the needs of different stakeholders. The Council believes that this should be led by the Department of the Taoiseach and the Inter-Departmental Working Group (IDWG). The Council, the Secretariat and members of the Stakeholder and Expert Group are a resource that can support aspects of this work.

The Council recommends that, as the institutional features of the well-being framework are further considered, the role of the National Economic Dialogue (NED) be broadened. It also recommends considering the establishment of a Standing Advisory Group on Well-Being Measurement and Monitoring.

Fourth, improve data and reporting on sustainability. In particular, the importance of environmental sustainability to current and future generations is a key concern. There is a need for a national map of ecosystem extent and condition; there are data gaps on biodiversity outside of protected areas, and on the condition of ecosystems. NESC work (to be completed in 2022) will provide advice on natural capital (nature) accounting frameworks.

Chapter 1

Developing a Well-Being Framework for Ireland

A well-being framework can help to create a shared vision that mobilises action, by linking policy action and review to the measured lived experience of citizens.

1.1 Introduction

This chapter outlines the background to NESC's consultative work on the development of Ireland's well-being framework, its origins in the Programme for Government 2020, and the potential endpoint of a framework that contributes to improved well-being outcomes in Ireland.

The Council is aware that governments, in Ireland and elsewhere, have a long history of trying to advance people's welfare, and of applying large resources to the task. In addition, the issues of what constitutes public welfare, how to achieve it, and what resources should be spent on it, are debated constantly by public bodies, NGOs, research institutes, politicians and the media, among others.

The Council also recognises that economic matters have been debated more than social and environmental ones. This is partly because people's incomes and income prospects – and the State's taxes, spending and services – determine so much of what they experience in daily life. This will continue to be the case. It is also important to note that, while economic indicators may have dominated national discourse and measures of progress, other areas such as education and health are heavily focused on sector-specific indicators.

This opening chapter sets out the reasons why a well-being framework should be developed in Ireland. It begins by highlighting the momentum that exists to develop alternative measures of societal progress. It outlines the Programme for Government 2020 commitment to well-being, and its request to NESC.

The chapter concludes by setting out the Council's understanding of well-being (summarised in the opening quotation) and why the Council believes that work on well-being can be fundamental to how we, as a society, re-imagine Ireland's future.

The remainder of the report consists of three parts:

Part One represents the first steps on the journey to shape the development of a well-being framework. It focuses on two key areas:

- Chapter 2: Developing Indicators for Ireland's Well-Being Framework; and

- Chapter 3: Developing a Vision

Part Two provides guidance based on an initial review of Irish and international work. Chapter 4 offers guidance around four issues:

- 4.1: Developing and Using High-Level Priorities;

- 4.2: Regular Reporting and Monitoring;

- 4.3: Deeper and Wider Collaboration; and

- 4.4: Linking Well-Being into Policy Outcomes.

Part Three concludes by outlining the next steps to develop Ireland's well-being framework to its full potential.

1.2 Momentum for Alternative Measurement of Progress

There is growing and widespread recognition of the limits of existing approaches to measuring progress. Countries have traditionally measured progress using GDP, the value of the goods and services they produce.

However, economic measures have limits. For example, Honohan (2021) has pointed out that Ireland's relative prosperity, measured on the basis of Actual Individual Consumption (AIC), is substantially lower than that measured by GDP or modified GNI*. While Ireland's modified GNI* was nine per cent above the EU average in 2019, AIC (adjusted for consumer price differences) was six per cent below the EU (28) average and Ireland ranked 12th within the EU (28).

These measures are also limited from a social or societal perspective. GDP is disconnected from living conditions, and from distributional outcomes and inequality, in particular. This is evident in parts of our society and among specific cohorts where, despite economic progress, there is a strong sense of alienation from the policy process, and of being left behind and stigmatised.

The measures also fail to reflect the value of the environment adequately, or give sufficient indication of the sustainability of current output or income. It is accepted that current patterns of resource use and economic activity are putting huge pressure on the planet, in a way that threatens the ability to meet future needs. The United Nations Development Programme (UNDP) Human Development Report 2020 highlights that the climate crisis is deepening at the same time as 'the planet's biodiversity is plunging, with a quarter of species facing extinction, many within decades' (UNDP, 2021: 3). In Ireland, over 90 per cent of Ireland's protected habitats are in 'bad or inadequate condition' (DCHG, 2017).

The Irish policymaking system recognises these weaknesses. The Department of Finance notes that ignoring them could drive activities that may negatively affect well-being in the long term (Department of Finance, 2020).

In recognition of these limitations, many countries have begun to look beyond economic indicators as measures of progress. A key message of the Stiglitz-Sen-Fitoussi Commission, established in 2008 by the French government, was the need for the 'measurement system to shift emphasis from measuring economic production to measuring people's well-being' (Stiglitz et al., 2009, 12). The report argued that a particular strength of adopting well-being measures is the potential to mobilise action across policy silos, and to bring a greater degree of coherence in policy design (ibid. 206). Since then, over 160 well-being initiatives have been launched at international, national or sub-national level (Allin & Hand, 2016).

1.3 Irish *Programme for Government* Commitment to Well-Being

The Programme for Government 2020 announced the intention to create a set of well-being indicators for use in driving policy and evaluating outcomes. It highlighted the potential of the Covid-19 pandemic to increase poverty and inequality, and the potential role of well-being measurement to ensure a fair and balanced recovery.

> *We will develop a set of indicators to create a broader context for policymaking, to include: A set of wellbeing indices to create a well-rounded, holistic view of how our society is faring; and a balanced scorecard for each area of public policy, focused on outcomes and the impact that those policies have on individuals and communities.*

> *Once developed, we will ensure that it is utilised in a systematic way across government policymaking at local and national levels, in setting budgetary priorities, evaluating programmes and reporting progress*

Programme for Government 2020

The objective is to develop a multi-dimensional approach to understanding the impacts of public policy. Over time, a well-being framework would be used across policymaking as a complement to existing economic tools, including setting budgetary priorities, evaluating programmes and reporting progress (IDWG, 2021).

The Department of the Taoiseach is leading the development of a well-being framework, and the work is jointly sponsored by the Departments of Finance, and Public Expenditure and Reform. A Departmental Working Group, chaired by the Department of the Taoiseach, will undertake detailed work on developing the framework.

The work of the Departmental Working Group is following a phased and iterative approach (see Box 1.1).

Box 1.1: First Report on a new Well-being Framework for Ireland

The development of new measures of well-being and progress is a commitment in the *Programme for Government—Our Shared Future*, in recognition that, in order to achieve a well-rounded policymaking system there is a need to move beyond uniquely economic measures. The Government's first report on a new well-being framework for Ireland, which this consultation report is published alongside, captures the first phase of this work, and the start of progress towards this ambitious commitment.

The well-being framework is a cross-government initiative that, driven by a desire to do better by people, seeks to develop a multidimensional approach to understanding the impact of public policy on the lived experience of individuals.

The development of the framework was based on a number of core principles: to build on extensive work already undertaken; be cohesive, understandable and impactful over time; pursue an iterative approach to allow for its evolution as its uses in the Irish context become clearer and more bespoke data become available; and generate buy-in from both policymakers and stakeholders.

The first report covers the context of this work and the approach pursued. Capturing and building on considerable national work to date, it provides a vision, conceptual framework and accompanying dashboard of indicators for well-being in Ireland. It also examines its integration with policymaking and a roadmap for future work.

There are a number of indicative stages or levels to this work. First come, the development of an overarching well-being framework and then employing the framework to report progress. Building on this is the use of the framework to help set agendas and high-level priorities to inform efforts to improve the overall impact of public policy on people's lives; and using the framework over time to better understand complex policy challenges, including as part of the budgetary process, in order to inform, consider and examine the design, implementation and evaluation of more effective public policies and programmes.

Building on work already undertaken in the well-being space, in particular in Ireland, the first report seeks to join the dots, leverage and complement a wide range of related national initiatives. It also seeks to draw out the considerable pertinent live policies, strategies and plans that align with key dimensions and aspects of the well-being framework.

The report, and related work, puts many building blocks in place for future work, and outlines the next steps for progression. These include further consultation and engagement; integration with policymaking; research promotion, and closing data gaps. This work will be conducted with a view to reporting back to Government, to inform future direction, work-streams, and permanent institutional structures.

The report notes that, in line with a recommendation in this NESC report, a public conversation will be kick-started with the launch of the CSO's dashboard in autumn 2021, which will be an interactive version based on the static dashboard contained in this report. Full development and integration of the well-being framework will be an iterative process over a number of years.

The development of a well-being framework, including a conceptual framework and accompanying dashboard of well-being indicators, was the focus of work in Phase 1. Future phases will focus on the ambitious work of ensuring the integration of the well-being framework into policymaking.

NESC convened a sub-group NESC that facilitated consultation with stakeholders through Council members who represent different social partnership pillars, and with external experts and interested parties. (Box 1.2 provides an overview of the working methods.)

The sub-group has carried out its work in close cooperation with the Department of the Taoiseach, and with regular feedback to the Departmental Working Group. This feedback has shaped the work of the IDWG in a number of respects, as noted by the IDWG's first report.

Box 1.2: NESC Consultation on Well-Being

NESC set up a Stakeholder and Expert Group to support the development of a well-being framework (Appendix A shows the membership). This group met four times, and minutes of the meetings are published on the nesc.ie website. Key activities and issues addressed by the group included:

- an online seminar with OECD's Centre on Well-Being, Inclusion, Sustainability and Equal Opportunity (WISE);

- presentations from the Department of the Taoiseach outlining the work of the Inter-Departmental Working Group;

- a presentation by the CSO on the potential functionality of a well-being dashboard;

- a presentation by the Department of Public Expenditure and Reform on 'Strengthening the Budgetary Framework: A Well-being perspective on public policy'; and

- a survey of members on the elements of the OECD framework, which informed a revised survey for use with a wider set of stakeholders.

The Secretariat carried out research in selected areas, given the time constraints. Twenty interviews and discussions were held with:

- members of the Stakeholder and Expert Group;

- experts beyond the Stakeholder and Expert Group;

- departmental or sectoral experts, including the CSO;

- local and regional actors, including in the Public Participation Networks (PPNs) and Local Community Development Committees (LCDCs);

- international experts; and

- country experts.

Consultation survey: Following a pilot survey, members discussed the design of the survey as well as stakeholder mapping. The survey was revised based on the group feedback; the group agreed that the survey would target stakeholder organisations representing sectoral pillars, and groups working with particular population groups.

The survey, available in English and Irish, focused on defining well-being and well-being priorities. It was sent to 539 organisations: 414 organisations from across the social, economic, environment and democratic (SEED) pillars of sustainable development, and 125 organisations engaging with or representing population groups. Following the approach of Lightbody (2017, 6), organisations were identified on the basis of their engagement with population groups based on age (youth and older people), disability, gender, ethnic group, faith, rural/regional and socio-economic group.

The NESC website provides more details about the survey.

The survey targeted 539 organisations, in the following categories:
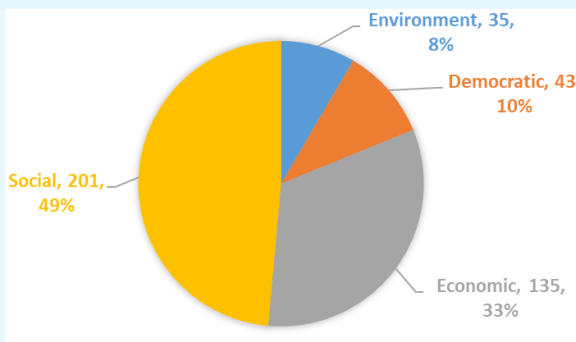
414
SEED organisations
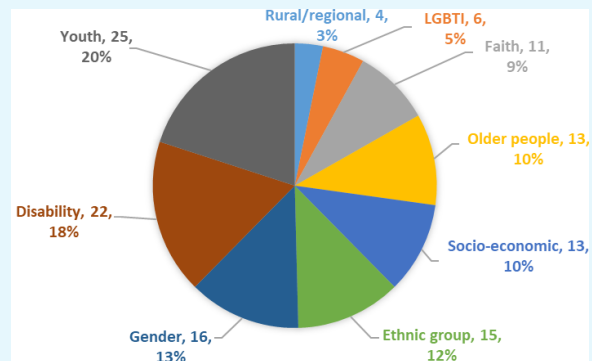
125
Population group organisations

There were a total of 451 responses to the survey. 374 responses indicated the organisation they received the survey from, broken down as follows:
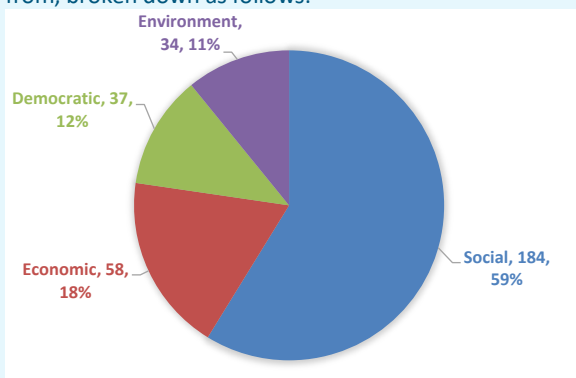
313
SEED organisations
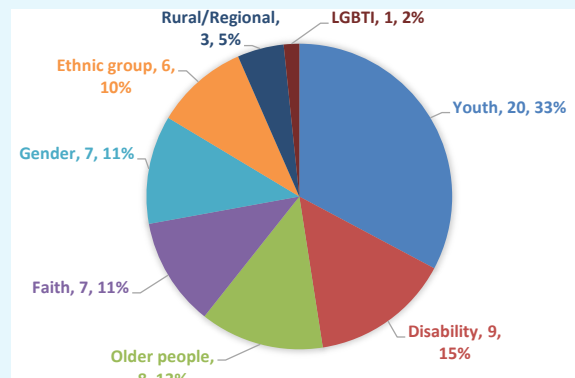
61
Population group organisations

There was a spread of responses across the social, economic, environment and democratic (SEED) pillars. Only 13 per cent of responses were from organisations engaged with or representing population groups, but, in the 61 responses from these groups, there was a good spread across the different population categories.

1.4   Case for a Well-being Framework in Ireland

The Council believes that there is a compelling case for developing a well-being framework in Ireland, and for the centrality of consultation to this work.

The case for developing a well-being framework rests on four interconnected points:

- A well-being framework is based on a shared vision that mobilises action.

- A well-being framework views progress through the lived experience of citizens.

- A well-being framework focuses on cross-departmental outcomes.

- A well-being framework embeds external collaboration into policy.

The remainder of this section develops each of these points.

1.4.1   A well-being framework is based on a shared vision which mobilises action

A well-being framework is a means of articulating a shared vision about the type of society Ireland wants to be. The consultation and international research highlight that work on well-being should be underpinned by a vision for the type of society it could bring about.

A vision is an ambitious idea about the future that people can relate to and support. When tied to a series of supporting concrete actions, programmes and projects, it can galvanise action. If a vision is bold yet achievable, it can motivate people when they become fatigued by what is asked of them, in a situation where timeframes are uncertain and costs are crystalised.

A vision can provide hope by highlighting opportunities for economic, educational and social progress. It can also inform short and medium-term decisions on restructuring Ireland's economy and society.

In 2020, the Council outlined such a vision:

> *Ireland to become a resilient, sustainable, thriving net-zero economy, environment and society, using innovation and collective preparedness to shape the future we want to achieve.*

During the Covid-19 crisis, our vulnerabilities have increased, or at least have become more visible. The pandemic adds increasing weight to the Council's vision of a proactive and purposeful state that would lead Ireland to a better economy, society and environment, and the role of a deliberative and participative process to help us get there (NESC, 2020a, 2020b).

The *Programme for Government 2020* sets a vision for:

> *An Ireland for all ages, where the arts and culture thrive, the Irish language is nurtured and developed, and sport inspires us to lead healthier and better lives—an Ireland that is a welcoming place to all visitors, whether they are here on holiday, to learn, to seek refuge, or for business; an Ireland for people of all ages.*

Chapter 3 shows how the consultative work on well-being provides further insights into a shared vision for Ireland.

The consultation also highlighted the need for an ambitious and inclusive vision of how Ireland should approach the work on well-being. This work was seen as having five characteristics (Box 1.3), and was shared with the Inter-Departmental Working Group (IDWG).

Finally, an important theme raised in the consultation was the opportunity to work for an 'island of well-being', reflecting the work taking place in both jurisdictions. NESC is supporting the work of the Shared Island initiative;[1] work to date suggests that there are good opportunities for learning and collaboration across social, economic and environmental pillars. Well-being indicators in Northern Ireland have also been informed by the OECD framework, providing scope to build on synergies. The work of WEAll Ireland, an all-island hub of the global Wellbeing Economy Alliance, was also noted. .

Box 1.3: Five Guiding Characteristics for Irish Work on Well-Being Framework

1. **Comprehensive:** This means looking beyond single-issue descriptors of well-being (such as individual health or reduction in percentage of people living in poverty).

2. **Holistic:** This means reflecting the multi-dimensional, interconnected aspects of well-being. Multi-disciplinary, transdisciplinary and multi-sectoral understandings of what is meant by well-being should form the evidence base;

3. **Transformative & Future-focused:** This means using the well-being framework as an opportunity to analyse the causes of 'ill-being' and to critique and re-imagine our current systems and the deep ecological, economic, and societal linkages; and our intergenerational responsibilities.

4. **Reflexive:** The best well-being framework embeds a reflexive process, including ongoing, engaged stakeholder reflection on understandings and practice. It will be open to the reality that what is meant by 'well-being' will evolve over time.

5. **Impact & Action-orientated:** This means that the well-being framework will support work in specific priority areas.

1.4.2 A well-being framework views progress through the lived experience of citizens

A well-being framework recognises the need to view progress towards a shared vision through the lens of the lived experience of citizens. It broadens the way progress is assessed, looking at it holistically across three broad areas: economic, social and environment; and, in a future-focused way by considering impacts on future generations. It also deepens the way progress is assessed by focusing detailed measures in each of the areas. In addition, at the heart of the measurement approach there is an explicit focus on inequality and distributional impacts.

Perhaps, more fundamentally, a well-being framework can help re-frame the role of data collection from one of primarily ensuring compliance (with ex-ante agreed targets) to one of driving innovation and learning about what worked, what changed and lessons learned. Data collection which is most valuable to well-being are measures that indicate progress (or otherwise) towards outcomes. Most organisations will be intrinsically motivated to collect and analyse this type of continuous improvement data. Finding ways to link this to wider sectoral, regional or national well-being frameworks should not add dramatically to their administrative burden.

1.4.3 A well-being framework focuses on cross-departmental outcomes

Well-being frameworks are designed to orientate work within the policy system to support the vision and improve lived experience.

They do this by focusing on outcomes, often new outcomes that have not been systematically included in past decision-making, such as social connections, quality of place, and sense of belonging or isolation. A focus on such outcomes

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[1] See https://www.nesc.ie/work-programme/shared-island/

would be influenced by several government departments and agencies; the framework enables the explicit linking of different departments to collective outcomes.

This focus would not undermine the work already underway but complement it, by identifying potentially new ways of approaching and addressing a wider range of issues that concern citizens.

The holistic nature of this approach brings the trade-offs between different outcomes into sharper focus. A clear framework for well-being spells out the full range of outcomes that policymakers need to consider, when designing and estimating the likely impact of a policy and evaluating its results. This can highlight synergies where policies may be mutually reinforcing, but also reveal conflicts where policy initiated in one part of government might affect the achievement of objectives elsewhere. In turn, this can improve the transparency with which government prioritises well-being outcomes.

A well-being framework can also provide a comprehensive means of ensuring that emergency responses take into account the impact of actions across a broader range of domains, cohorts or individuals.

1.4.4   A well-being framework embeds external collaboration into policy

In many examples of well-being frameworks, outcomes that reflect citizens' priorities and lived experiences are are identified based on close and extensive engagement with citizens, stakeholders and experts. The nature of this engagement varies. It can include large consultative exercises, in-depth work with experts and stakeholders, and assessment and monitoring processes.

There should be a strong emphasis on co-design and co-creation of solutions, reflecting the fact that many challenges experienced by citizens involve solutions that are uncertain and dependent on context. Finding what works often depends on people with expertise working on solutions, and from this learning how to scale success. Over time, a well-being framework can help engagement with organisations and citizens, allowing them to assess their own progress, obstacles and lessons learned.

Such a framework can reduce anxiety and tension about change and progress. It can help communication about progress at different levels—from micro-level projects and programmes to national policies and goals.

Focusing policy on well-being can improve scrutiny and oversight, as policymakers must state clearly what they understand well-being to be, and how they will monitor improvements or declines. This enables people to scrutinise policy choices and propose alternatives, and gives people a framework for stating their preferences in systematic ways across a range of outcomes.

The focus on consultation can also help ensure a just transition, which means that people—particularly those worst affected—are treated fairly in developing policies and projects for a low-carbon society.

1.5   Conclusions

A well-being framework can help create a shared vision that mobilises action by linking policy action and review to the measured lived experience of citizens. This can lead to greater focus in the policy system on outcomes, cross-cutting approaches and collaboration at an earlier and more formal stage, in all parts of the policy process, including oversight and review.

A key question considered by the NESC Council, and the Stakeholder and Expert Group, is how transformative this framework can be. Much work on well-being is at an early stage internationally and does not provide definitive guidance (Chapter 4). There are signs that the approach can be transformative; the Scottish experience points to a significant effect on knife crime, for example, as a result of a more multi-dimensional approach.

Ireland may be further advanced in terms of work on well-being in some respects. NESC published the first major report on well-being in Ireland in 2009; work on performance budgeting has been underway since 2012, and there are different types of well-being initiatives across the policy system nationally and locally.

At this point the view that well-being can be transformative is largely aspirational. However, it is an aspiration that is widely held. As noted, the work on well-being has emanated from the Programme for Government. Within the policy system, work is being led by the Department of the Taoiseach and jointly sponsored by the Department of Finance and the Department of Public Expenditure and Reform. The work is being actively supported by the CSO, and, as also noted, a wide range of work is taking place across the policy system, in regions, communities and educational settings, that will feed into the approach.

The possibility for the work on well-being to be transformative is, therefore, in our hands. The vision that the work will strive towards is ambitious and transformative and the approach to achieving it is data-intensive, cross-cutting and collaborative. It may make progress slowly, at least at first, as these new ways of working are developed, used and revised.

PART 1   First Steps on the Journey

Chapter 2

Developing Indicators for Ireland's Well-Being Framework

2.1   Introduction

NESC and the Stakeholder and Expert Group's work focused on how to ensure that work on a well-being framework could begin as soon as possible.

The OECD framework was the starting point; consultation work examined how it works and how it might be refined. A strong message was the holistic and intersecting nature of well-being. All 11 dimensions of the OECD framework are important, and the well-being approach enables the integration of a range of different dimensions.

The consultation also focused on indicators—how they should be selected and enhanced—and examined the measurement of future capital. Finally, it highlighted the importance of establishing processes for stakeholder engagement, based on a number of key design principles.

2.2   Refining the OECD Framework

The OECD well-being framework is an appropriate starting point for the development of a well-being framework for Ireland.

It comprises objective and subjective aspects of current well-being outcomes, resources, and risks for future well-being (related to stocks of natural capital, social capital, economic capital and human capital). It emphasises that how outcomes are distributed in society is central to measuring well-being. This measurement includes examining inequalities between groups, including horizontally (differences by gender, age, and level of educational attainment) and vertically (differences between the top and bottom of the distribution of outcomes for that indicator), for many of the individual indicators. The OECD uses a dashboard approach to represent data and indicators (OECD, 2018, 2020).

The OECD framework's potential strengths for Ireland include: its emphasis on distribution and sustainability; the flexibility the dashboard approach offers in communicating and presenting results; and its potential for international comparison, as it is widely used.

The initial development phase for developing a well-being framework for Ireland focused on a whole-of-government high-level framework that adapts the OECD framework into a bespoke framework. This involved identifying data sources, assessing the data's suitability and timeliness; identifying significant data gaps; carrying out an initial prioritisation of issues; increasing awareness and buy-in; and creating a roadmap for future work.

Support for an OECD-informed approach was seen as a starting point, given its comprehensive, multi-dimensional approach to well-being, and the fact that it would make international benchmarking easier. A number of areas for further work were also identified. These included the importance of designing the framework for effective integration into the policy system, the potential tension between a top-down rather than a more bottom-up approach to defining well-being, and the need for more work on future capitals and managing potential policy trade-offs.

Gaps in the OECD framework were identified—specifically culture, language and heritage. The criteria for selecting indicators, and what they might be, were also discussed (Appendix B).

The wider survey of stakeholder organisations considered all 11 of the OECD dimensions as very important or important, reflecting the multidimensional nature of well-being. Respondents were asked to rate the current OECD indicators, from 'not at all important' to 'very important'. Figure 2.1 shows the breakdown of responses by percentage.

Figure 2.1: Response breakdown
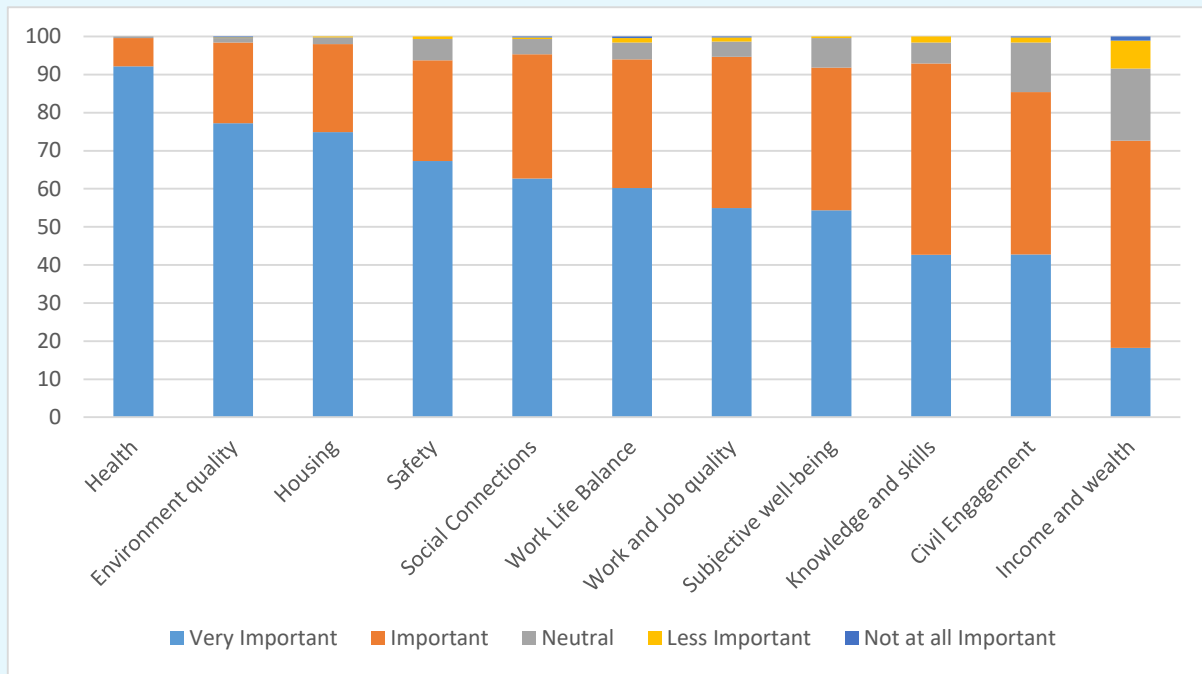
The majority of respondents considered all 11 indicators to be either 'important' or 'very important', with Health (92%), Environment (77%) and Housing (75%) as the highest scoring. Income and Wealth emerges as the category that the smallest proportion of respondents considered 'very important'.

Culture, language and heritage (specifically, Irish) were seen as a significant omission from the OECD's 11 dimensions. Ireland's Gaeltacht communities and rich Irish-language heritage may require a particular focus, similar to New Zealand's focus on Māori culture and language. This echoes the inclusion of 'Values, culture and meaning' as one of six dimensions of well-being in the Public Participation Network (PPN) well-being approach (SJI & Environment Pillar, 2019).

The need for participation and access to culture, arts and creativity was the strongest theme in responses to the wider survey. Culture is mentioned 33 times, creativity 18 times and arts 13 times. Furthermore, the rights of Irish-language speakers and promotion of the language emerged as an important theme.

While health is included in the OECD framework, respondents to the wider survey provided more clarity on which aspects should be measured, including the strength of the health system, equal access to services, and waiting times. A strong message was the need to ringfence mental health indicators and give them their own category. Access to healthy, nutritious food and clean water was also highlighted.

Figure 2.2: Word cloud from the wider survey on gaps in the OECD Dimensions

Other issues raised by significant numbers of respondents included:

- gaps in the OECD approach to measuring social interactions and connections;

- the ability to take part in sport and leisure activities, time spent engaged in culture, art and creativity;

- access across diverse thematic areas, including measuring access to services and amenities, nature and education;

- community, including services in communities, community engagement and the sustainability of communities;

- governance-related indicators and demand for more measures on trust, accountability and transparency, and government and politics;

- environmental issues, in particular the protection of natural habitats and wildlife, using evidence-based assessments to examine their current status, and meeting international commitments.

The consultation noted that the indicators chosen must be easily understood by external stakeholders, and allow internal stakeholders to drill down to provide a meaningful level of information on policy performance.

It also noted that, in addition to existing CSO sources, administrative data sets include much valuable data to draw on. In particular, the public service data catalogue,[2] which describes data held by about 100 public sector bodies, could be a valuable resource.

Clear and transparent criteria are needed for selecting indicators. While there will be no right or wrong indicators, and no perfect set, a cohesive overall set is needed that will be acceptable to external and internal stakeholders.

A number of specific indicators were identified by surveying members of the Stakeholder and Expert Group, and through bilateral meetings. Appendix B provides further details. Three areas were seen as particularly important:

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2   See https://datacatalogue.gov.ie/

- **Self-efficacy and agency**: People's ability to realise for themselves their rights and entitlements. This is related to their ability to participate, which requires the skills, self-efficacy or activation to engage. Amartya Sen emphasised the importance of this sense of agency as a characteristic of 'someone who acts and brings about change, and whose achievements can be judged in terms of her own values and objectives' (Sen, 1999: 19).

- **Loneliness:** This was seen as a particularly powerful indicator of those under the heading of social connections, with particular importance for rural areas.

- **Green space and access to nature:** There are important positive indicators that are highly co-related to well-being (Alcock *et al.*, 2014; Faculty of Public Health, 2010). Positive measures such as access to green space/nature should be included, alongside more negative areas such as pollution and greenhouse-gas emissions.

Finally, when the wider survey asked about other indicators to include in a well-being framework, the word 'people' appeared 97 times. This shows the importance of ensuring that people are at the heart of the framework and the selected indicators.

2.3 Selecting and Enhancing the Indicators

The purpose of indicators in a well-being framework is to monitor progress towards the achievement of priority outcomes.

The Stakeholder and Expert Group agreed five selection criteria to shape the selection of indicators (Box 2.1). These were shared with the IDWG and the CSO, and have shaped the development of the dashboard.

Box 2.1:   Indicator Selection Criteria

- **Availability and quality:** Since the framework will have to operate over time, consistency is important to enable a valid time series to be established.

- **International comparability:** As far as possible, the indicators should allow inter- and intra-country comparisons, helping international comparison over time.

- **Disaggregation:** The indicators should lend themselves to aggregation and disaggregation. Disaggregating to sub-populations is critical for highlighting the difference between the most advantaged and disadvantaged and to reaching those furthest behind first.[3] Geo-coded data sources would enable mining down to local levels, and help to overcome the use of different regional categories by different agencies.

- **Balanced:** This involved not just considering the merit of each indicator alone, but looking at the overall set to have the right mix. This will ensure a multidimensional understanding of well-being, including a mix of subjective and objective indicators, and of positive and negative indicators.

- **Relevance:** They should be relevant to the Irish context, be able to inform public policy, and be linked to policy frameworks.

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[3]   The findings of the pilot survey with the Stakeholder and Expert Group pointed to the importance of all population cohorts (age, gender, education, socio-economic group, region, ethnic group, income band, people with disabilities) across indicators under all dimensions. Where specific cohort groups were specified, the most commonly referenced groups (behind 'all groups'), were: socio-economic, gender, age, ethnic group and region.

The CSO developed a demonstration dashboard to show how the first interactive dashboard will look and function. The Stakeholder and Expert Group discussed this during their fourth meeting on 4 June 2021. The group welcomed its interactive nature, the ability it gave to drill down into more detailed data, and its user-friendly infographics.

The demonstration dashboard prompted further discussion on how it might work in future, and the group highlighted issues to consider for further work.

First, children and youth are not well represented in current data sources, though wider sources such as the WHO Health Behaviour of School-aged Children and the OECD Programme for International Student Assessment could be drawn on.[4] The Stakeholder and Expert Group recommended that data on children and young people's well-being should be included in the final indicator set.

Second, the dashboard of indicators should include headline indicators that support effective communication and high-level accountability, and a wider set of diagnostic indicators that enable drilling down to sufficient depth to support policy analysis, monitoring and evaluation.

Third, the demonstration dashboard was clearly targeted towards the general public, with a focus on showing data on single indicators (with links through to the existing, more technical database for expert policy users). The Stakeholder and Expert Group reflected that there is a mid-layer audience of policy-literate stakeholders, for whom the dashboard could be improved. This would enable a more sophisticated interface with the data, for example by allowing two or more indicators to be selected together. For example, the Oireachtas Constituency Dashboards[5] provide an interactive online visualisation of census data for each Dáil constituency, an example that facilitates a greater level of user interaction.

Fourth, the Stakeholder and Expert Group focused on the issue of trade-offs between different policy areas, and whether there is potential for a dashboard to make trade-offs more explicit.

The group also noted that, despite some data gaps (notably in biodiversity), the challenge is not simply data availability, but rather linking data together usefully to understand and address the intersecting aspects of well-being. Current silos can result in disjointed or misaligned services, while the lack of a common national set of outcomes to work towards creates challenges and inefficiencies for service providers (such as Pobal, SOLAS and Tusla).

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[4] See https://www.euro.who.int/en/health-topics/Life-stages/child-and-adolescent-health/health-behaviour-in-school-aged-children-hbsc/about-hbsc and https://www.oecd.org/PISA/
[5] See https://www.oireachtas.ie/en/constituency-dashboards/

2.4   Improving Measurement of Future Capital

There are tensions between current and future well-being, in particular between current economic growth and the environment.

For example, literature on de-growth proposes an equitable downscaling of production and consumption (Kerschner, 2010: 544). Daly, a leading figure in ecological economics, argues that GDP growth has become uneconomic for many countries because the costs of generating growth, including environmental damage and depletion of natural resources, exceed the additional benefit of higher GDP. In Daly's view, throughput—the use of energy and materials—should be limited. If this is done, he is open to the possibility that development can continue based on qualitative improvements and greater efficiency (Daly, 2012). Models such as the 'doughnut model' situate a minimum level of social development within planetary boundaries to identify the safe operating space for human well-being (Raworth, 2017).

Overall, the OECD framework was not considered strong enough on the need to work within environmental limits. The consultation identified natural capital as a particularly important element of the framework. However, the OECD summary report approach, which shows natural capital measures going up or going down, may not be sufficient.

This area could be strengthened by moving beyond the current measures , to include the economic impact of environmental losses. For example, Natural Capital Accounting can translate environmental stocks and flows into an economic measure to account for trade-offs. Approaches that put an economic valuation on natural capital and ecosystem services are not universally endorsed (for example, Schroter *et al.*, 2014), but have recently gained momentum, as the UN Statistical Commission adopted a new framework, the System of Environmental-Economic Accounting—Ecosystem Accounting (SEEA EA) in March 2021. This provides an internationally agreed approach to including nature's contribution when measuring economic prosperity and human well-being.[6] Helm, a leading proponent of the concept of natural capital accounting, argues that the preservation of natural capital should be an urgent policy priority (Helm, 2015: 15).

A challenge for natural capital accounting in Ireland is that data is scattered across agencies, departments and individuals, as it is a relatively new area. It is not in an integrated system and the CSO deals mostly with national rather than disaggregated data. The CSO published 'Ecosystem Accounts—Peatlands and Heathlands 2018' as a frontier publication to highlight this use of new methods.

There are also significant data gaps, in particular in relation to ecological stocks. There are also data gaps on pollinators, as these are not monitored systematically outside protected areas. Introducing a monitoring scheme compatible with other EU member states could help address this gap.

Another potential option is a composite indicator, such as the National Welfare Index (NWI), which has been collected annually for nearly 10 years (Waidelich *et al.*, 2017).

2.5   Establishing Processes for Stakeholder Engagement

The consultation highlighted that developing a well-being framework with strong stakeholder engagement (e.g. internal and external experts, citizens) will require time and stakeholder mapping.

Many contributors emphasised the need for adequate time for the process of developing the framework, and engaging stakeholders meaningfully. Developing the framework calls for a balance between the differing needs of different stakeholders. For example, the same approach will need detailed data for policy and programmes, with simple and clear messages for public communication. This will require meaningful engagement with a wide range of stakeholders.

A stakeholder mapping is important to avoid excluding stakeholders, to facilitate diversity and empowerment, and to simulate the varied consultation requirements. Three sets of stakeholders critical to the success of the framework were

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6   See https://www.un.org/en/desa/un-adopts-landmark-framework-integrate-natural-capital-economic-reporting

identified: citizens, stakeholder organisations with relevant expertise or experience with population groups, and stakeholders within the policy system.

In addition, deliberative engagement with people is needed for well-being frameworks to resonate with local communities. Dialogue, debate and citizen engagement are core parts of the process. This will require a level of reach, with a properly representative sample. Those for whom the framework could have the most value in terms of outcomes may be least likely to self-select for engagement with the process.

The consultation identified a number of design principles, which were shared with the IDWG (Box 2.2).

Box 2.2:   Design Principles for Consultative Work on Well-Being

Work on well-being should reflect a number of design principles:

- **Deliberative:** Emphasise inclusion (representative of all of society), justification and reflection (Dryzek, 2016).

- **Relevant and Adaptive:** Engage with stakeholders in specialist fields (such as psychology, economics, lifespan development science, sustainability and systems science), directly and early, on issues that are currently critical, and do so over time to ensure that the framework is responsive to context, and built and improved on as we learn.

- **Diversity:** Focus on diverse views and lived experiences across sectors and wider society, in particular the most vulnerable groups in society. Diversity in this sense may be descriptive in terms of gender, age, educational attainment, etc, but also should recognise the intersectionality of identity and inequality;

- **Transparency:** Take a transparent approach, capable of tailoring questions for audiences, and able to strike a balance between expert input and citizen or user input. It should combine a mix of objective and subjective data, and provide visibility for participants in relation to how their inputs have shaped the framework. The final selection of indicators should come after high-level outcomes/goals are finalised, to ensure optimum alignment.

- **Impact**: Embed the framework in practice to improve policymaking, so that it delivers (measurable) outcomes that affect well-being positively.

2.6 Conclusions

A well-being framework is an opportunity to outline an ambitious vision for Ireland, based on the lived experience of Irish citizens and on Irish values.

The OECD framework is a useful starting point. The consultation provided a basis to tailor the framework, to ensure that it adequately captures the concerns of Irish citizens. It drew attention, in particular, to mental health, loneliness, positive measures of environment (in particular, access to green space and nature) and a core focus on self-actualisation of citizens to enable participation.

Further work is needed to ensure that the framework gives adequate weighting to the futures focus, in particular environmental sustainability and trade-offs.

The further design of the framework will require meaningful engagement, involving discussion and deliberation. This should also be a feature of how the well-being approach will be embedded in practice.

Chapter 3

Developing a Vision

3.1   Introduction

An advantage of a well-being framework is that it creates an opportunity for developing and discussing an overarching vision.

The consultative and participative approach, which underpins the well-being work, builds on the assumption that everyone should have a say in how policy is developed, as it affects everyone. The well-being work gives people a chance to work on what they most value.

Rather than being a technical exercise, this work will identify a vision and overarching priorities that identify 'what we value', in language that is aspirational, expressed as statements of intent.

It was clear from the bilateral meetings that many people expected (or assumed) that a well-being framework would include high-level outcomes, goals or priorities that sit at a level above the OECD dimensions (and above the thematic focus of individual government departments). International experience suggests that this element of a well-being framework is most commonly the focus of engaging the public; that is, identifying what people's priorities are, rather than a more technical discussion of dimensions and indicators.

Such outcomes address the needs of internal and external stakeholders. Internally, they could facilitate a shift towards outcomes-based policymaking. In particular, they could enable government departments to contribute to shared overarching objectives, and facilitate a national performance framework approach, with departments, funding agencies and local authorities taking overarching outcomes (and indicators) into account when designing programmes.

Externally, outcomes are simple, clear and future-focused statements of practical goals to improve well-being and create a sense of ownership. This helps to generate external buy-in, as people can easily understand them.

This chapter outlines the results of a survey carried out with 539 organisations. Organisation groups were mapped by sector and population group to ensure a spread in the survey's reach. The following analysis is based on the overall results. Appendix B provides result summaries by group type. These show a high degree of commonality between the groups, with some variation reflecting particular areas of interest.

3.2   Vision: 'I want an Ireland where…'

The first question asked people to state their vision for Ireland. Figure 3.1 illustrates the words and phrases from the responses, with the larger text representing terms that appeared most frequently.

Figure 3.1: Word Cloud of Responses

Equality, or an answer relating to equality, was the most frequently referenced issue, used 116 times. Equality crossed a number of different themes, including equal opportunities, income, distribution of wealth, fairness, access to services, and equality among different groups in society. The eradication of poverty was also important for respondents.

> *[I want an Ireland where…]… everyone is treated equally and has equal access to a home, health, nature, education and happiness. (Survey respondent)*

Health was the next most frequently referenced issue, appearing 65 times. Respondents want an Ireland where good health is prioritised, with access to excellent healthcare for all. Mental health, well-being and happiness were also important themes. The need for adequate services comes through strongly.

Environment was the third most frequently referenced issue, appearing 62 times. Issues relating to the environment came up in different ways, including climate change, sustainability and biodiversity. Taken together, environmental issues were raised 105 times.

> *[I want an Ireland where…]…we collectively recognise that economy is underpinned by society, which in turn can't exist without ecology. Where no one is left behind in the transition towards a sustainable future. Where people are prioritised over profit. Where our economy is distributive and regenerative by design, and nature is recognised as a life-support system without which we cannot exist. (Survey respondent)*

Access to nature, green spaces and outdoor amenities was important to respondents for ensuring well-being.

Housing was mentioned 48 times, including equal access to adequate housing, affordability and security of tenure.

Inclusion was mentioned 44 times. A key element of inclusion is integration and respect for migrants, including the right to work. Positive ageing, and the rights of older people, were frequently referenced, including making Ireland an

attractive place to grow old in, access to services, and dignity at the end of life. Ensuring future generations are protected, and that children are valued and have a voice, was also valued.

The Irish language was also important, including access to services through Irish, ensuring the language is respected and preserved, and the need to preserve and grow Irish culture, arts, creativity and heritage.

The issues of jobs was discussed frequently. Although job creation was important, it was also discussed in other ways, including quality jobs, working conditions and adequate income. Work-life balance was a dominant theme, with respondents stating they would like to spend more leisure time with family, and cut back on commuting. Work-life balance was specifically mentioned 20 times in responses to this question.

Education was mentioned 30 times, in contexts ranging from equal opportunities in education to lifelong learning and adult education, to ensuring people have the necessary skills for the jobs market. A number of responses discussed a holistic approach to education, including the need to embed well-being in education.

Respondents are keen to see an Ireland where citizens are respected and valued, irrespective of their background. Citizens want to live in a safe Ireland where they feel secure and happy, and can flourish.

Tá mé ag iarraidh go mbeadh Éire ina tír inar féidir forbairt go hiomlán mar dhuine… Deis forbairt go hiomlán mar dhuine i bpobal atá measúil agus ag freastal ar riachtanais iomlán an duine.

(I would like Ireland to be a country where full development as a person is possible…The opportunity to develop fully as a person in a community that's respectful, and that meets all the needs of the individual.) (Survey respondent)

3.3   What doPeople Value and What Makes a 'good life'

While the first question focused on people's vision for Ireland, the second question invited people to reflect, from a more personal perspective, on what they value and on what is important for a good life. Respondents were given 10 boxes to fill in with free text. Figure 3.2 identifies the words and phrases most frequently used.

Figure 3.2: Word Cloud Most Frequently used Words and Phrases

Health was a top priority for respondents, mentioned 379 times in all boxes. Health issues included general health, access to quality services, and mental health. Education was also very important, appearing 149 times and including equal access to education, and lifelong learning.

The theme of access emerged strongly, being mentioned 255 times. This theme is very broad, and encompasses important areas including access to essential services such as health and education, access to nature, access to public amenities and access to good food. The number of references shows the importance respondents attached to the ability to access what they consider essential to well-being. This is borne out in research that shows the existing challenges:

- Approximately 12 per cent of those referred to specialist child mental health services (CAMHS) in 2017 were waiting over 12 weeks to be seen, although the service is geared towards those with complex or severe mental health difficulties (Ombudsman for Children's Office, 2018).

- Over half of homeless families surveyed in Dublin in 2017 were homeless because a property was either not available or unaffordable (Focus Ireland, 2019).

- There is unmet need for childcare services; this is most commonly linked with these services being too expensive. The unmet need is correlated with material deprivation (Grotti *et al.*, 2019).

- There is unmet need for homecare, most often because such services are unavailable or of insufficient quality (*ibid.*).

Social connections, including friends, family and community, were very important. Respondents valued time with loved ones and feeling part of a community. Ensuring that communities have the required services and amenities is important to enabling them to remain cohesive and vibrant.

Jobs, secure work and adequate income are valued by respondents. They also want to work in a positive environment where their contribution is valued and gives them a sense of purpose, and they want flexible working to ensure a good work-life balance.

As with question one, environmental issues emerged as important. As well as the bigger environmental issues, question two also focused more on personal wishes for the environment, including access to clean air and water, and a clean and healthy environment that can be enjoyed through leisure activities such as hill-walking, and through amenities and green spaces.

The need for affordable and adequate housing also emerged. Respondents would like to have a house that is safe and meets their needs.

Respondents valued the Irish language, culture and the arts, and felt that access to them should be equitable and inclusive. They also valued leisure time, inclusion in sports, and having the time and ability to exercise.

Protection and support for all citizens, particularly the vulnerable, strongly featured in the answers. This support can be from connections or state support. Respondents also valued equality among people throughout society, including equitable access to services and state infrastructure.

Healthy, nutritious food was important, including the means to grow one's own food.

3.4   Conclusions

There is clearly an appetite for a well-being framework among the respondents. The organisations surveyed as part of this consultation have provided strong ideas for what the framework should look like, what should be included in it and what is important to measure. They considered all 11 dimensions in the OECD framework to be important, and a number of significant thematic areas emerged from the data.

The survey provides valuable direction and its findings have shaped the draft framework. However, the survey was a 'toe in the water' exercise, with significant limitations in reach, particularly to population groups, and limited engagement in terms of deliberation. The response to the survey suggests that citizens want to engage in these conversations. Any more meaningful and representative process of engagement should tap into this energy.

PART 2 Guidance for the Next Phase of Work on Well-Being

Chapter 4

Introduction

The development of Ireland's well-being framework will be iterative. This section draws on an initial review of Irish and international experience, and on input from stakeholders and experts during the consultation, to guide the development of the framework.

There are a number of well-being initiatives in Ireland, with a diverse mix of approaches, from snapshots of population-level well-being to specific outcomes-based policy frameworks. These examples include a number of national frameworks specifically focused on well-being, and other work with a less explicit approach. They were examined to provide initial insight into different types of work in Ireland. There is scope for Ireland's well-being framework to provide an overarching strategy or connecting framework within which these different types of approaches would operate. However, as noted in the closing chapter, this will require further research and work to identify how this could be achieved.

The international examples of well-being frameworks are drawn from France, Italy, New Zealand, Scotland, Wales, Northern Ireland and the UK. Table 4.1 provides an overview of key elements.

Given the broad range of well-being initiatives globally, the international case studies were chosen based on the similarity of their well-being work to the starting point of the OECD framework. In each example they take a dashboard approach, understand well-being as a multidimensional concept, and include both objective and subjective measures of well-being indicators.

Table 4.1: Key elements of selected International wellbeing frameworks

Country	Framework elements
France	Dashboard of 10 indicators in the subset for annual reporting on inequalities, quality of life and sustainable development.
Italy	12 domains of well-being. Monitored by 130 indicators, including both objective and subjective measures, Published in an annual report by ISTAT. A sub-set of 12 indicators integrated into a report by the Ministry of Economy and Finance and submitted to Parliament at the beginning of the budget cycle.
New Zealand	12 domains of current well-being in the Living Standards Framework.[7] Monitored by 43 indicators including both objective and subjective measures. 4 capital stocks that support well-being now and in the future, and 22 indicators. 5 priorities identified in Budget 2019 based on well-being analysis. Distribution across people, place and generations.
Northern Ireland	12 outcomes identified in the 2016 Programme for Government. 49 indicators in the Outcomes Delivery Plan, including both objective and subjective measures.[8]
United Kingdom	10 dimensions for Measuring National Well-being. Supported by 43 indicators, including both objective and subjective measures.
Scotland	5 strategic aims in the National Performance Framework. 11 national outcomes. 81 national indicators, including both objective and subjective measures.
Wales	7 goals in the Sustainable Development Framework. 46 indicators.

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[7]   See https://www.treasury.govt.nz/information-and-services/nz-economy/higher-living-standards/our-living-standards-framework

[8]   See https://www.executiveoffice-ni.gov.uk/indicators

The remainder of this section focuses on the guidance this work provides for the development of Ireland's well-being framework. It is focused on the following issues:

- 4.1: Developing and using high-level priorities

- 4.2: Regular reporting and monitoring

- 4.3: Deeper and wider consultation

- 4.4: Linking well-being into policy outcomes

4.1 Developing and Using High-level Priorities

High-level statements of ambition are a feature of many of the international well-being frameworks. They are called different things in different approaches: priorities, national outcomes or goals.

The Irish frameworks show a move in several policy areas to more overarching policy frameworks that set high-level outcomes, co-ordinate sectoral programmes, require collaboration between departments and agencies, and aim to reformulate delivery at local level. The frameworks typically contain an overarching, short vision, with a range of outcomes, objectives, principles, or themes (the terminology varies) underlying them.

High-level priorities highlight the various aspects of people's lived experience that matter to their well-being, but which are often downplayed in traditional analyses. They give prominence to the values within a well-being framework, such as how well-being outcomes are distributed among individuals or groups.

High-level priorities are aspirational in nature; for example: 'We all enjoy long, healthy active lives' (Northern Ireland), 'We value, enjoy, protect and enhance our environment' (Scotland) or 'Reduce child poverty and improve child well-being including addressing family violence' (New Zealand).

In many examples (e.g. Wales, Scotland, Northern Ireland, Ireland's *Better Outcomes, Brighter Futures* (BOBF), Healthy Ireland and the SDGs) the high-level outcomes, goals or priorities are part of the framework, acting as priorities over the medium- to long-term duration of the framework. In the New Zealand example, they are separate from the framework but a core part of the policymaking and budgeting process. They were stated as '5 Priorities' in the Well-being Budget 2019, but do not appear within the Living Standards Framework itself.

High-level outcomes are important for adopting a multidimensional approach and fostering collaboration across different departments, where a silo approach is frequently identified as hindering well-being. Well-being issues do not align neatly with government departments or single sectors; shared higher-level goals, to which different departments contribute, can begin to address this.

A number of Irish frameworks outline the rationale for their approach, and for focusing on well-being in a multi-dimensional way. For example, Healthy Ireland outlines how chronic diseases are the key health challenge in Ireland now; many of these are affected by multiple policy areas. The rationale recognises that well-being is multidimensional and influenced by many policies, and therefore requires collaboration between cross-sectoral policymakers and implementers. The well-being statements adopted by the PPNs show significant cross-over between domains. For example, the Health (Physical and Mental) domain extended beyond the need for decent healthcare to incorporate the environment, infrastructure and social connection (SJI, 2020: 6).

A well-being framework can also be a catalyst for work in wider areas, with agencies, civil society or private-sector initiatives contributing towards the shared vision. For example, a Dublin City University (DCU) and Inter-Church initiative is exploring the concept of 'social friendship' as an overall objective for well-being, referring both to an aspect of

individual relationships and a commitment to the well-being of the community and its infrastructure, and linking this work to a project on homelessness.[9]

4.2   Regular Reporting on Performance

A distinctive element of a well-being approach is measuring performance against a dashboard of priorities and indicators, to demonstrate and communicate the extent to which government policy efforts and associated budgets are improving well-being in practice. At a more granular level, performance needs to be disaggregated and used to inform policy responses that attend to inadequate outcomes.

A suite of indicators, aligned to well-being priorities, is the means of tracking and illustrating progress. Selecting the appropriate number and range of indicators is needed to support the dual aims of a well-being framework: a small enough number of headline indicators that support effective communication and high-level accountability, as well as a wider set of more finely grained and disaggregated diagnostic indicators that support more effective policy design, analysis, monitoring and evaluation.

The number and type of indicators used in the international case studies varied. A small set of indicators is used in budget analysis in Italy (12) and France (10), drawn from a much wider dataset, for the purposes of reporting to parliament as part of budgetary discussions. New Zealand and the United Kingdom use a wider variety of indicators. In New Zealand for example, 65 measures, across current and future well-being as well as disaggregated measures across population groups, inform budget deliberations (Durand 2019: 144).

Findings from an OECD review suggest distinguishing between a wider set of diagnostic indicators for detailed policy work, and headline indicators for broader communication.[10] The Public Policy Institute for Wales (PPIW) considered international evidence on designing well-being indicators, and concluded that there should be tiers of indicators, with a small number of headline indicators underpinned by a second tier of 30–35 indicators, and an additional accompanying set measuring differences in outcomes (PPIW, 2015).

Irish frameworks also set initial indicators, but often include a commitment to develop a range of indicators over time (e.g. Healthy Ireland and *Better Outcomes, Brighter Futures*). The indicators chosen initially are typically ones that are regularly collected, available and internationally comparable. As many frameworks stress focusing on sub-groups (e.g. disadvantaged groups, local groups) they seek to develop disaggregated indicators to capture the experiences of these groups.

A common feature of the international well-being frameworks is the regular publication of performance reports that are critical for accountability. Some are published annually or biannually (France, Italy, New Zealand, UK), and within specific reporting periods (New Zealand, Wales, Scotland).

Many of these reports are focused on parliamentary processes, to shape policy decisions and for parliamentary oversight and accountability. For example, in France and Italy annual reports on well-being indicators are submitted to parliament at the same time as the draft budget, and are aimed at framing the budget discussion, including evaluating impacts and shaping agenda-setting. In Scotland, scorecard reports were introduced to accompany the budget review process (every 2–3 years). Scorecards are produced for each committee in the Scottish Parliament, to summarise progress on National Performance Framework indicators relevant to each committee.

Ireland reviews progress towards the SDGs in regular 'Voluntary National Reviews' to be presented to the United Nations High Level Political Forum. Ministerial responsibility and accountability for reporting is important to ensuring that the agenda is built in rather than bolted on (Trebeck & Baker, 2021). A review of Irish initiatives also highlighted ministerial responsibility as important (Kaoukji & Little, 2007).

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9   Communication with the newly established Centre for Religion, Human Values and International Relations at DCU.
10   Online seminar with OECD's Centre on Well-Being, Inclusion, Sustainability and Equal Opportunity (WISE) on 8 April 2021.

4.3   Wider and Deeper Consultation

Public involvement in developing well-being frameworks—especially for groups at risk of marginalisation and people whose well-being needs particular attention—is important in its own right given the centrality of agency to well-being. It is also critical to the legitimacy of the framework and developing buy-in. Ensuring ongoing engagement in processes of implementation and review is important to maintaining ongoing legitimacy, and delivering on the transformative potential of a well-being approach.

The consultation is often quite extensive in the international cases. For example, in Canberra, a six-phase process to develop indicators and embed them in the budgetary system lasted almost two years. This included an eight-month process of community consultation, capturing the feedback of 3,000 citizens on what is most important to them. There was also an iterative engagement with communities, academics, representative stakeholder organisations, and government departments and agencies (ACT Government, 2020).

All the Irish frameworks were developed using consultation, both with stakeholders and with beneficiaries, and a number include ongoing stakeholder engagement. These consultations are an important resource. For example, a review of the PPNs' 13 Visions for Community Wellbeing highlights priorities for a national well-being framework. Areas of particular importance to these communities are: sustainability, inclusion and diversity, local economies that support society, civic engagement, and social connectedness (SJI, 2020).

Different approaches to engagement are used at different phases of framework development. Across the Irish and the international frameworks reviewed, consultation involved a combination of both expert-led and citizen-informed approaches, with most taking a multi-strand, multi-phased approach. In some cases (e.g. France, Scotland) the initiative began with little citizen engagement, but subsequent revisions included more widespread consultation. In other cases (e.g. Wales, the UK) a large-scale National Conversation kick-started the process of identifying priorities.

In many cases stakeholder advisory groups (France, Italy, New Zealand, Northern Ireland) or expert bodies (UK, Italy, Wales) produced draft dimensions or indicators, which have been the subject of public consultation.

In most cases deliberative processes, including meetings, focus groups or workshops were included in addition to less discursive activities (surveys and written consultations). In some cases (France and Italy) representative samples of the population were engaged in the consultation process.

In some cases goals or dimensions were the initial focus of citizen engagement, focusing on priorities, with experts focusing more on indicators. In Wales a major public dialogue on the 'Wales We Want' primarily fed into the selection of seven high-level goals. The Public Policy Institute for Wales (PPIW) was tasked with an expert-led approach to identifying indicators that were subsequently the focus of public consultation. In other cases, consultation focused on the framework in its entirety, with stakeholders considering both the dimensions and the indicators as a whole package (for example New Zealand, Northern Ireland, Scotland).

It is also evident in many examples that engagement with citizens, stakeholders and experts is a feature of a well-being approach. For example, in Northern Ireland and in Scotland there has been ongoing public engagement with the frameworks as they evolved. In Northern Ireland the original outcomes were the basis of public consultation in 2016, and in 2021 public consultation is taking place to revise the indicator suite, together with learning from expert assessment. The emphasis is on refining rather than starting from scratch. The Scottish National Performance Framework has been regularly reviewed since it was first published in 2007. This has been based on consultation with stakeholders in academia and civil society, and discussion with community groups and members of the public (OECD, 2018: 45).

In addition, stakeholder engagement sometimes goes beyond the framework itself to engagement in policy and implementation. For example, in Scotland, the Community Empowerment Act (2015) that put the National Performance Framework into legislation also included allocating one per cent of local authority funding to be managed by

participatory budgeting that engages citizens in identifying spending priorities. This agreement was recently reaffirmed.[11]

Varying types of consultation are also evident in the Irish work. A number of frameworks established consultative committees of stakeholders to advise on long-term implementation (e.g. BOBF, Healthy Ireland). Another example is the Stakeholder Forum on the SDGs, which was set up to facilitate ongoing monitoring, review and engagement by civil society, academics and business. Multi-stakeholder input is expected to form part of the regular Voluntary National Reviews (VNRs) of Ireland's progress towards the SDGs. Ireland's 2018 VNR (Government of Ireland, 2018) included a compendium section on stakeholder inputs, and a youth representative spoke as part of the official presentation of the VNR to the UN.

4.4   Linking Well-Being into Policy Outcomes

It is clear that countries go beyond reporting on indicators to capture the full potential benefits of a well-being approach. Well-being data and analysis are integrated into policy formulation, budgetary allocations and policy evaluation. Institutional or other arrangements, including alignment with local and global well-being policy frameworks, are used to embed well-being frameworks into policymaking.

A key question is the degree to which a well-being framework can become meaningfully established and, in particular, embedded in the policy system beyond the term of any one government. Drawing on national and international experience, this section considers this question from a number of perspectives, including:

- legislation;

- new institutional structures;

- new ways of working;

- budgets and well-being; and

- linking local and national.

4.4.1   Legislation

In many of the international case studies, well-being frameworks were reflected in legislation to ensure continuity and accountability. Laws such as the Scottish Community Empowerment Act 2015, the French 2015-411 law, the Italian Budget Law 2016 and the New Zealand Public Finance (Wellbeing) Amendment Act 2020 place a duty on government to report regularly on a set of well-being indicators.

The lack of a legislative basis was seen as a weakness in Northern Ireland, where the situation of the well-being outcomes in the Programme for Government during the three-year suspension of the Assembly and Executive made it harder for regional or local government to embrace the expected different way of working (Carnegie Trust UK, 2020: 7).

4.4.2   New Institutional Structures

Many of the international examples created new institutional structures to support the integration of well-being approaches; for example, the Future Generations Commissioner in Wales, the Technical Assessment Panel in Northern Ireland, and the Technical Assessment Group (Scotland). Responsibilities for well-being are sometimes assigned to existing institutions; for example, responsibilities are assigned to the Auditor General for Wales, and to the Treasury and Minister of Finance in New Zealand.

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[11]   See: https://pbscotland.scot/blog/2021/2/1/local-and-national-government-reaffirm-commitment-to-1-pb-target

Some Irish frameworks established new structures (or leveraged existing structures) to enhance co-ordination. For example, Healthy Ireland set up a health and well-being directorate in the HSE to implement the plan. Previously, the National Children's Strategy set up the Office of the Minister for Children, with a junior minister, to have adequate power to implement the NCS. It also established an oversight board of assistant secretaries from the relevant departments.

Finally, a number of articles looking at how Irish overarching frameworks can be successful (Ó'Riordáin & van Egeraat, 2016; Little, 2007; Kaoukji & Little, 2007) point to the need for buy-in by politicians, policymakers and professionals. They point to the incentive structure—the need for the policy framework to offer something useful to these groups. For example, O'Riordan and van Egeraat note that the National Spatial Strategy, which looked for more regionally aligned development, did not align with the incentives of either local or national politicians.

4.4.3   New Ways of Working

An ambitious approach to well-being means adopting an outcomes focus that aligns the public sector (and wider stakeholder partnerships) with a common set of goals and priorities.

In the international examples, Scotland, Northern Ireland, Wales and, to some degree, New Zealand have taken such an outcomes-based approach. In Northern Ireland, an Outcomes Delivery Plan was developed to monitor progress towards the 12 outcomes. Shared outcomes to foster collaboration is also a feature in many Irish examples, including BOBF and Healthy Ireland.

Research shows that a focus on outcomes facilitates a joined-up approach, because it can involve working backwards from desired impacts to key drivers and contributory actions, rather than forwards from departmental silos (Carnegie UK Trust, 2015). In Scotland, the National Performance Framework forms the basis of performance agreements with public-service delivery bodies, and is used to monitor their effectiveness. Some departments have produced strategies that link their own actions to the Scottish NPF targets and outcomes, accompanied by concrete indicators of change, such as the 2017 Justice Department strategy 'Justice in Scotland: Vision and Priorities'.[12] In Northern Ireland the outcomes approach is embedded somewhat inconsistently, with some departments identifying one outcome, others multiple outcomes, and others not referring to the outcomes approach at all (Carnegie Trust UK, 2020: 8).

Public servants across government will need support, guidelines, tools and training to take on board well-being priorities, adopt new ways of working, use new analytical processes and align their activities with well-being goals (Trebeck & Baker, 2021). For example, deeper integration of well-being in budget decision-making will require tools for assessing the well-being impacts of proposals. In particular, this includes methods of cost-benefit analysis (as developed in New Zealand and in the UK for example), as well as projections of different policy scenarios. In Italy these have been so far applied to only a limited set of indicators where the greatest knowledge currently exists (Durand 2019).

Many of these changes must be underpinned by cultural change. The reviews of Irish overarching framework implementation point to the importance of cultural change and understanding. For example, BOBF states that implementation will not happen without culture change and will require everyone to work and think differently. Langford (in Kaoukji & Little, 2007) noted that, in working with different government departments in her role as Director of the Office of the Minister for Children, understanding the working culture of each organisation and respecting it was key. However, this took a lot of time. Sustained championship and strong strategic push are necessary to drive attention, take-up and understanding of the importance of the agenda, and to maintain commitment.

An inquiry undertaken by the Auditor of Wales (Public Accounts Committee, 2021) found that 'insufficient efforts to build awareness and understanding and to ensure culture change to align with the principles of the Act' contributed to a gap in implementation of the Future Generations Act.

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[12]   See: https://www.gov.scot/publications/justice-scotland-vision-priorities/

4.4.4   Budgets and Well-Being

The allocation of public spending is a major lever for achieving policy objectives. The budget process has therefore been targeted in many international case studies, to broaden decision-making beyond traditional economic measures.

This includes monitoring a dashboard of well-being indicators to frame, *ex ante*, the budget discussion. In Italy and France, well-being reports are submitted to parliament as part of the budget process, based on a smaller number of indicators than the larger diagnostic well-being datasets. In Scotland, scorecards that give summaries of well-being data and trends have been accompanied by an additional report. This sets out the relationship between the government's activities, spending plans, and the key choices.

A more ambitious approach is to assess budget proposals for their expected impact on well-being, as part of the decision-making process typically coordinated by the treasury or the ministry of finance. In the Italian Economic and Financial Document 2017, a subset of four well-being indicators was selected for deeper analysis. This included an experimental forecasting exercise for the next three years, with a baseline (no new policy) scenario, contrasted with a predicted scenario of the aggregate impact of the new policy measures introduced in the government budget on the key outcome indicators selected (Durand 2019).

New Zealand has integrated well-being into the policymaking process by requiring well-being data and analysis to be used at each stage of the budget process, including setting priorities, analysing proposals and making high-level trade-offs. Budget priorities were identified for the 2019 budget based on the well-being analysis, and government ministers and departments were directed to focus their budget bids towards addressing these priorities. Priority is given to bids aligned with one or more of the five budget priorities, and demonstrating collaboration between departments. Ministers were also asked to identify one per cent of their portfolio's spending, not aligned with well-being, for 'reprioritisation'. In the 2019 budget $2bn was identified by ministers and $700m was actually reprioritised (Huang, 2020: 9-10).

In the Irish frameworks, budget alignment with the outcomes sought is rarer. Some funding is provided for new staff and structures; for example, funding for co-ordinators of local youth partnerships, and for the Office of the Planning Regulator. Some of the frameworks are aligned with national budget allocations, but many are not. For example, the Irish NPF, while not a well-being framework, does specifically link to the budget under the National Development Plan, and links the NPF's NSOs (national strategic outcomes) to the Government's 10 national strategic investment priorities. It also provides a policy framework for accessing funds, including Project Ireland, the Ireland Strategic Investment Fund, Enterprise Funding Schemes, EU funds and the European Investment Bank (Van Egeraat, 2019).

However, this strong alignment is not evident in all frameworks, although many refer to this issue and look for greater alignment. For example, BOBF states: 'The Government recognises the need for alignment on funding priorities for children and young people', and contains commitments to 'explore the development of cross-Government estimates for expenditure on children and young people, and update these annually thereafter', and to 'use the intelligence from Children's Services Committees in relation to local need and priorities to inform the allocation of national and local funding streams'.

4.4.5   Linking Local and National

A well-being approach offers the potential for better alignment and more efficient and potentially innovative engagement between local and national government.

Many of the international and Irish examples seek to enhance the national-local link, but it is a challenging area. There is no jurisdiction where this is being done perfectly.

In Scotland, the National Performance Framework is the basis of performance agreements with public-service delivery bodies, and is used to monitor their effectiveness (OECD, 2018). Local-national coordination was sought through the 2008 agreement between the Scottish government and the Convention of Scottish Local Authorities on the working and financial relationship between central and local government. Single outcome agreements (SOAs) were produced by

each local authority in 2008-9 as the basis of their relationship with the Scottish government. They show how locally agreed outcomes contribute to the Scottish national outcomes and must be supported by robust performance management arrangements.

Several of the Irish frameworks referred to the need to strengthen local delivery. For example, Culture 2025 refers to 'strengthening the role of local government to deliver cultural services'. Healthy Ireland commits to 'draw up specific proposals in relation to the potential role of local authorities in the area of health and wellbeing'.

In many cases, local policy must align with national guidelines, with varying degrees of adaptation to local areas or circumstances. For example, Culture 2025 is quite fluid in how organisations under Creative Ireland link activities to its aims. The Junior Cert Well-Being curriculum requires schools to develop their own well-being programme of 300 hours, linking to six centrally defined well-being indicators. At the other extreme, the National Planning Framework uses legislation to mandate local and regional authorities to address a list of topics.

A common challenge is that the national-level initiative tends to get superimposed on existing structures, but at the same time other initiatives are not taken away, which results in multiple or overlapping initiatives. Enhancing vertical alignment requires engaging policy stakeholders and looking at what to take away to create space for the new well-being approach.

Ireland has an opportunity to create strong alignment between national and local levels by ensuring that the development of the national well-being framework takes account, in future consultations, of local well-being work by local authorities and the PPNs. There is considerable similarity between the 11 OECD dimensions and the six PPN domains (Appendix C).

Several countries (including Scotland, Iceland and Wales) have linked their measures of well-being to their commitment to the SDGs. The Irish frameworks also link to existing strategies and structures, including the SDGs, although they vary in how they do this. In Ireland, many civil society organisations, academic bodies and business groups have engaged with the SDGs, including by aligning strategic plans with one or more of the 17 Goals. In addition, an approved Dáil motion of July 2020 sets out that each Select Committee must address progress on implementation of the SDGs as part of its work programme.[13]

4.5 Conclusions

This section presents an initial review of international and Irish well-being frameworks and initiatives. It confirms that it is critical to focus on vision and to articulate ambition in high-level goals, in particular, to foster cross departmental collaboration. It highlights the importance of specific collaborative structures to foster cross-departmental working and external engagement. In particular, the work in Ireland and internationally highlights the need for structures that map and regularly report on performance.

The research highlights the work involved in carrying out wider and deeper consultation. It also draws attention to the institutional arrangements that are used to embed well-being into policymaking and implementation. These include a national performance framework and integration of a well-being approach into the entire budget process (including participation in planning, development, implementation and evaluation).

The international and national research provides insights into the key question of how to link work on indicators to outcomes, and national or overarching frameworks to local work. Further work, including in-depth research with policymakers that investigates how programmes work in practice, would be useful in developing Ireland's well-being framework further.

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[13] See: https://www.oireachtas.ie/en/debates/debate/dail/2020-07-30/64/

PART 3   Next Phase in Developing Ireland's Well-Being Framework

Chapter 5

Introduction

The development of a well-being framework in Ireland is a clear attempt to approach policy work and setting priorities in a fresh and innovative manner.

It aims to place a shared vision, priorities and agreed outcomes, shaped by ongoing consultation, at the centre of a more cross-cutting approach to policy. It involves the development of data linked to citizens' lived experiences as a means to gauge and review progress. It resonates strongly with the Council's longstanding view on the need to attend carefully to the overarching system of priority-setting and resource allocation.

This closing chapter focuses on steps to capture the full potential for a well-being framework in Ireland. It identifies actions to support the transformative impact of a well-being framework.

The Council recognises that the work on indicators and the development of a dashboard is an important first step. Section 5.1 of this chapter reflects on the initial work on indicators.

Section 5.2 argues that, to capture fully the potential of work on well-being, future phases should focus on an overall vision shaped by the three inter-linked priorities identified in the consultation: equity, agency and sustainability.

Section 5.3 sets out four lines of action to support the next steps:

- understand how well-being frameworks support transformational change;

- foster deeper understanding of equity;

- develop enhanced processes and institutions to support agency; and

- improve data and reporting on sustainability.

Section 5.4 concludes this report.

5.1   Reflecting on the Journey to Date

The IDWG's report provides a static dashboard which will go live on the CSO website in autumn 2021. This is an important first step in the framework's development.

During 2021, initial work on the framework involved intensive consultation with stakeholders and experts. NESC's deliberations, research and survey work has been shared regularly with the IDWG, whose work, and that of the CSO, has been shaped by:

- the focus on vision;

- the importance of equity;

- selection criteria for indicators;

- defining dimensions and important indicators; and

- wider consultation.

The process has been hugely valuable. It has enabled a wide group of stakeholders and experts to influence a potentially profoundly significant approach to policy and decision-making. The members of this group, collectively or individually, and others identified during the research by NESC, constitute a resource that should be used in subsequent work.

In Ireland, work with government departments, agencies and other organisations has focused on outcomes that, in some cases, are already linked to well-being frameworks. This report has shown how many of these organisational-level

frameworks are linked, or could be linked, to the Government's forthcoming well-being framework. Departmental work should continue to explore synergies and the opportunity for the framework to 'joins the dots' across existing initiatives.

The Council agrees with the IDWG's view that further phases should focus on using the framework to inform the design, implementation, examination and evaluation of public policies and programmes (IDWG, 2021).

The work outlined below identifies ways in which the Council believes it can support and complement this work.

5.2 Three Overarching and Inter-linked Priorities: Equity, Agency & Sustainability

The consultation revealed three overarching and inter-linked priorities: equity, agency or voice, and sustainability. These can help direct future work on well-being, and this section briefly describes each of these priorities.

In answer to the question *'I want an Ireland where…'*, equality was raised most frequently. It crossed a number of dimensions including equal opportunities, income, distribution of wealth, fairness, access to services, and equality among different groups in society (equality of conditions). The eradication of poverty was important for respondents. Measures suggested to address poverty include effective support structures for people experiencing poverty, and basic income for all. Respondents also suggested including disaggregated poverty indicators.

However, the concern with equity seems to be broad, reflecting a desire that a spirit of equity or social friendship be more evident in Ireland. Survey respondents frequently linked equality with ensuring societal well-being; a fair and equitable society is needed to ensure citizens' well-being, and to enable taking collective decisions in the common interest.

Respondents also emphasised the need for robust equality indicators, including measuring the equality of access to services, amenities and opportunities.

This concern with equity reflects characteristics of the Irish economy, including:

- the high degree of market income inequality, which is the gap between cohorts before incomes are adjusted by tax and welfare payments—market income inequality in Ireland is among the highest in the EU, although reduced to close to the EU average for disposable incomes, through tax and transfers;

- the poverty rate of a number of groups, in particular those reliant on welfare payments, with the at-risk-of-poverty rates highest among those with a disability, the unemployed and lone parents;

- wealth inequality, which is twice the rate of income inequality, and with home ownership a key contributor to wealth; and

- unequal access to affordable reliable services.

A second key concern was a focus on well-being outcomes and the meaningful engagement of citizens in identifying those priorities.

The consultation and research, in Ireland and internationally, shows that well-being is complex, multi-faceted, and both personal and societal. It is, therefore, best understood through deliberative and deep dialogue with citizens. Well-being frameworks that do not engage enough with citizens risk becoming a technocratic exercise, with limited public buy-in and limited capacity to create social capital.

The initial review of international experience also highlighted the importance of civil society engagement, with all countries engaging in a multi-step approach to stakeholder and citizen engagement.

Securing citizen buy-in and ownership of a well-being framework was seen as important for ensuring relevance, gaining traction, and ensuring the long-term sustainability of a well-being approach, where political leadership may otherwise ebb and flow.

It is clear that citizens should feel that their needs and views are taken seriously in setting priorities and developing policy. There is a strong desire for a sense of agency, but this emerges alongside a concern with equity and sustainability. This suggests strongly that the demand for agency comes with a sense of responsibility towards our shared society, and that it is not simply an expression of the desire to be heard and to have personal needs fulfilled.

Improved sustainability was the third key priority that emerged in the consultation, both among members of the stakeholder and expert group and the wider survey. The consultation revealed that a 'futures perspective', which balances current well-being with long-term sustainability, is a relatively weak area in the OECD framework. Key concerns related to identifying and resolving potential trade-offs between dimensions—in particular short-term economic well-being (according to some measures—and environmental sustainability.

These priorities should not be viewed in isolation. The demand for a spirit of equity is deeply linked to people feeling that they need to be heard: not being heard contributes to a sense of inequity and lack of solidarity. Equity is linked to current and future generations, and therefore is deeply connected to ensuring that we live within planetary and natural boundaries.

5.3 Using the Well-Being Framework to Bring About Transformation

The Council believes that these inter-linked priorities—equity, agency and sustainability—should guide the future development of Ireland's well-being framework. It suggests four lines of action that will help to bring this about.

5.3.1 Understand How Well-Being Frameworks Support Transformational Change

A recurring theme during the consultation was impact: how the well-being framework will actually change outcomes.

The work for this report has not found strong evidence in the study of international frameworks that links well-being to outcomes. Indeed, the research suggests that, in many respects, greater insights may be found in Irish work on areas such as children and health. It would be useful to examine in more depth how selected sectoral programmes in Ireland successfully linked indicators to outcomes, and to resource allocation decisions.

In addition, it is important to consider how other countries are addressing wider citizens' concerns around these three priorities, in a general sense. It would be useful to examine a small number of countries, including Nordic countries and those pioneering the use of well-being, New Zealand in particular. We should remain in touch with developments in the EU. The purpose of this research would be to deepen our understanding of how such countries are developing an improved shared citizen sense of equity, agency and sustainability.

The research would look in detail at the process by which New Zealand developed policy and funding proposals, focused on children's mental health, which formed part of its well-being budget. It would also examine the role of national performance framework and oversight, reporting, and monitoring systems.

It is proposed that the Council begin this work in the later part of 2021. Embassies could help identify promising budgetary and administrative practices in selected countries, and relevant developments in the EU and multilateral organisations. The degree to which other countries link well-being frameworks to constitutional protections, the SDGs, climate targets and international human rights commitments, should be explored.

5.3.2   Foster a Deeper Understanding of Equity

The promise of a well-being framework is that work on improving priorities such as equity would consider how equity is reflected in, and affected by, inputs and actions in all 11 domains.

Addressing equity in well-being outcomes requires a new approach that recognises the multiple and intersecting nature of well-being, and the supports required for well-being outcomes.

It requires adequate investment (understood in a broad sense) in social infrastructure. A clear historical example is the impact on health and well-being of municipalities' investment in water supply and sewage disposal in the late 19th century. A current example is the COVID vaccination programme.

Addressing inequality also requires a mix of income measures: adequate social welfare payments, supports to enable the transition from welfare to work, and access to decent jobs with acceptable rates of pay. Taxation and tax expenditures also have a fundamental bearing on inequality.

Access to quality human services and amenities (such as green spaces), tailored to everyone's needs, is essential to achieving improvements in equity (NESC, 2005, 2020a, 2020b). As outlined in Chapter 3, the consultation highlighted the concern about access to services, for example in health and education. Tailored universalism— meaning that, as far as possible, providers adjust their services to cater for a more diverse public with different requirements—has been seen by the Council as critical to achieving equal opportunity (NESC, 2005:203; (NESC, 2009).

The concern with access to services is not a residual—that is, only concerned with the needs of the most disadvantaged—but a universal issue concerned with addressing the structural flaws that compromise any overall vision shaped by equity, agency and sustainability.

In the longer run, addressing inequality may require the Government to consider the pattern of its own policies, and the signal they send to society regarding the respective roles of the State, the market and civil society in using the new well-being framework to transform people's lived experience. There are many ways—procurement, investment, tax, regulation, employee and business supports, education, etc—in which the approach taken by the State has a profound impact on societal relationships and a spirit of equity among citizens.

NESC should consider how to support a deeper understanding of the factors that foster a spirit of equity in Ireland. Its work would focus on specific cohorts that consistently experience disadvantage, and on how to break the pattern of continuing and inter-generational inequity.

This work would draw on the work proposed in Section 5.3.1, and on NESC's previous work in this area, particularly on welfare, standards and human services, and jobless households (NESC, 2009, 2012a, 2012b, 2020b).

A key focus would be to identify implications and lessons for the development of Ireland's well-being framework.

5.3.3   Develop Processes and Institutions to Support Agency

The review of international experience identified citizen engagement as a common approach, and one that, critically, went further than traditional consultation exercises by opening spaces for a dialogue with citizens.

A second phase of consultation on a well-being framework in Ireland should build on the draft framework by hosting a public conversation. This would consist of a multi-step consultation, involving different types of engagement tailored to the needs of different stakeholders. The Council believes that this should be led by the Department of An Taoiseach and the IDWG. The Council, the Secretariat and members of the Stakeholder and Expert Group are a resource that can support aspects of this work. Deliberative and intensive approaches to engagement will need sufficient funding and expertise, including in the areas of identifying a more representative sample of Irish society, and reaching out to and enabling the participation of 'harder to reach/easier to ignore' groups, who are most at risk of being left behind.

Consultation should include more deliberative approaches to engaging with experts, stakeholders and citizens, focusing on discussion, debate and the exploration of issues in depth. A range of methodologies, such as Warfield's method,[14] can support participative processes. In addition, innovative online survey tools can be used; these include the 'your priorities' website,[15] online submissions, consultative workshops or forums,[16] the use of Delphi panels and action research, particularly peer to peer, and deliberative processes such as citizens' juries.

Methods that enable different groups to participate effectively should be considered, as should multiple opportunities to engage stakeholders in ways tailored to their needs and potentially linked in a sequence, with the results of one element shaping the next. For example, the Belgian G1000 'platform for democratic innovation' approach involved large-scale online consultation of the population to crowdsource ideas. This was followed by a citizen summit of 704 citizens to work through three principal themes, with the results feeding into a smaller citizens' panel of 32 citizens to develop detailed recommendations.[17]

For Ireland, this could involve a widespread online public conversation to crowdsource priorities and respond to the draft framework, and a series of in-person workshops, potentially involving the PPNs and other stakeholders. The conversation would culminate in a national well-being dialogue, or Citizens' Assembly approach, which would refine the framework, discuss trade-offs and explore implementation.

Future consultation should draw more on the expertise and potential of the PPNs, on their existing well-being experience (there are a number of well-being vision statements, framed around six domains) and their reach to a wide range of stakeholder groups.

The good will of churches and religious communities, across the island, might also help in implementing the well-being framework. Through the Irish Inter-Church Meeting and the Dublin City Inter-Faith Forum, these communities are already conducting their own research (facilitated by academics) on the economics of well-being and belonging, and have indicated their willingness to become involved.

Engaging children and youth is vital for a well-being framework with a futures focus. The next phase of consultation should consider involving youth organisations (for example, Comhairle na nÓg and/or Dáil na nÓg) in a youth citizen assembly or national assembly on well-being.

A key concern raised by the Stakeholder and Expert Group is clarity about the ownership of ambition. Well-being frameworks should include processes by which stakeholders and/or citizens are also involved in reviewing progress.

In this context, the Council recommends that, as further consideration is given to the institutional features of the well-being framework, the role of the National Economic Dialogue (NED) should be reviewed. The NED, which is part of the budgetary process, is an opportunity to consider how to make the most of available resources in the interests of all citizens.[18] The consultation and literature review highlighted the need to ensure that well-being priorities, based on lived experience, are reflected in budgetary decisions. Widening the focus of the NED to become a National Economic and Well-Being Dialogue could enhance the shift to embedding a well-being approach in practice. It would foster a more holistic approach in the process of stakeholder engagement in budget discussions.

Finally, a Standing Advisory Group on Well-Being Measurement and Monitoring should be set up to support the development of the framework. The NESC consultation identified expertise that can be drawn on during development and implementation of the framework, including in deliberative engagement processes and co-design, and in specific

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14   Warfield's method involves idea generation (e.g. focused on projects), voting (e.g. to prioritise options), and can also include scenario-based design work (e.g. to identify and synthesise specific requirements for project implementation). A combination of survey, round-table and design thinking sessions can be used. See, e.g., Hogan, M. et. al. (2015).

15   For example, an online crowdsourcing platform such as 'Your Priorities' (see: www.yrpri.org), developed by the Citizens Foundation has been used in Iceland, Scotland, Estonia and other countries to invite the public to suggest ideas, outline the 'pros and cons' of the ideas presented, and rank them.

16   For example, deliberative futures workshops which blend information, visioning and implementation, and drawing on a range of interactive participatory tools; see, for example , the UCC Imagining2050 project, https://www.ucc.ie/en/eri/news/citizen-engagement-for-deliberative-futures-.html

17   See http://www.g1000.org/en/

18   https://www.gov.ie/en/news/05a724-national-economic-dialogue-2019/

areas of well-being across sectoral areas and population groups. A standing advisory group could provide ongoing support to the final design, refinement and implementation of the well-being framework.

5.3.4   Improve Data and Reporting on Sustainability

A futures focus—in particular the importance of environmental sustainability to current and future generations—was a key concern throughout the consultation, and ranked second in the assessment of the OECD dimensions, after health.

Natural Capital or Ecosystem Accounting was identified as a relatively new area that could be included in the framework. It could ensure that certain issues are systematically incorporated; these issues relate to the contribution of ecosystems and their services to the economy and social well-being, changes in the condition and integrity of ecosystems and biodiversity, and how estimates of a nation's wealth and economic potential appear when the state of its environment is taken into account. The UN has recently adopted a common accounting standard, SEEA Ecosystem Accounting; the CSO has published one frontier report on an ecosystems accounting approach to peatlands and heathlands (CSO, 2021); and the EPA-funded INCASE project[19] is piloting the development of natural capital accounts for different sites in Ireland. The CSO frontier report concluded that there is a 'clear need for a national map of ecosystem extent and condition'; the consultation identified as key gaps that should be prioritised both adequate data on biodiversity outside of protected areas and better data on the condition of ecosystems. Further work, already planned by NESC for delivery in 2022, will provide advice on natural capital (nature) accounting frameworks. This work could draw on the INCASE and CSO work to explore the integration of ecosystem accounting into the well-being framework, to deepen the futures focus on sustainability.

The development of a composite indicator (such as the NWI) within the well-being framework, particularly as a means of enhancing the futures focus of the framework, should also be considered. The Department of Finance, while noting the advantages of single-figure indicators, also raised concerns about a composite indicator. These included: loss of detail, the possibility that trade-offs and complementariness can be obscured, and challenges in developing agreed weighting within any composite indicator.

5.4   Conclusions

The development of a well-being framework for Ireland has begun in earnest. A set of indicators modelled on the OECD work and modified to reflect particular Irish circumstances and the views of experts and stakeholders, has been identified. An interactive dashboard will be developed. Consultation by NESC with wider stakeholders has taken place to support this.

Tús maith leath na hoibre. The Council and the wider members of the Stakeholder and Expert Group strongly believe that a good start is half the work, and in this report highlight how this good start can now be built on.

In doing so the report argues for continuing involvement by NESC and members of the Stakeholder Group in the development of Ireland's well-being framework.


[19]   https://www.incaseproject.com/

Appendix

Appendix A:
Background to the Work and Membership of the NESC Stakeholder & Expert Group

**Table A1: NESC Stakeholder and Expert Group on Well-being**

Organisation	Name
NESC	Larry O'Connell (Chair)
Pillars	
Business, Chambers Ireland	Emma Kerins
Trade Union, Forsa	Dessie Robinson
Environment, Feasta	Seán Ó Conláin
Community & Voluntary, Social Justice Ireland	Sean Healy (Colette Bennett–alternate)
Farming, Macra na Feirme	Denis Duggan
NESC Independent Members	
DCU	Professor Edgar Morgenroth
Formerly Massachusetts Institute of Technology (MIT)	Professor Sinead O'Flanagan
Formerly D/Taoiseach	Philp Hamell
TUDublin	Professor Paul Donnelly
Queens University	Professor Geriant Ellis
External Experts	
NUI Galway	Professor Micheal Hogan
London School of Economics	Professor Liam Delaney
UCC	Professor Clodagh Harris
NUI Maynooth	Professor John Sweeney
Pobal	Martin Quigley
UCD	Associate Professor Jennifer Symonds
Departmental WG Group	
D/Taoiseach	Emily Whelton
NESC	Helen Johnston
Secretariat to the Group	Niamh Garvey
	Anne-Marie McGauran

Appendix B:
Additional survey findings

Table B1: Suggested Indicators from the Stakeholder and Expert Group pilot survey

Dimension	Consider including indicator on
Income and Wealth	

Gini index—distribution of wealth
Consistent Poverty
The difference between disposable income and making ends meet/financial security

Housing

Reduction of homelessness
Security of tenure for tenants
Infrastructure rather than local services

Work and Job Quality

Underemployment (insufficient hours to maintain quality life)
Median income rather than quantity of work
Unpaid work: volunteers, carers
Young people not in education, employment, or training

Health
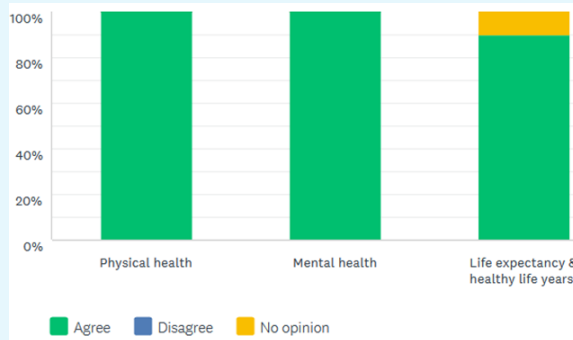
Access to universal healthcare, services
Deficiencies: waiting lists, lack of community healthcare, private hospitals and nursing homes
Include subjective measures
Disaggregation particularly important

Knowledge and Skills
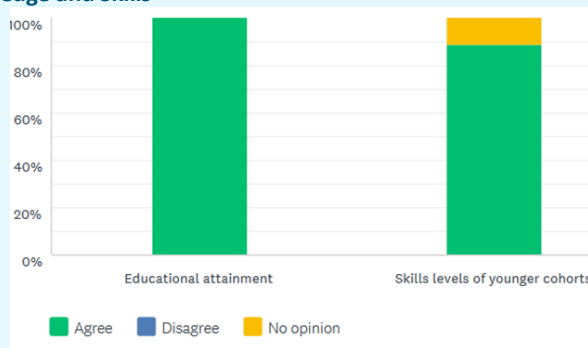
Adaptability of skill sets
Education skill levels across age cohorts
School readiness for children

Environment Quality
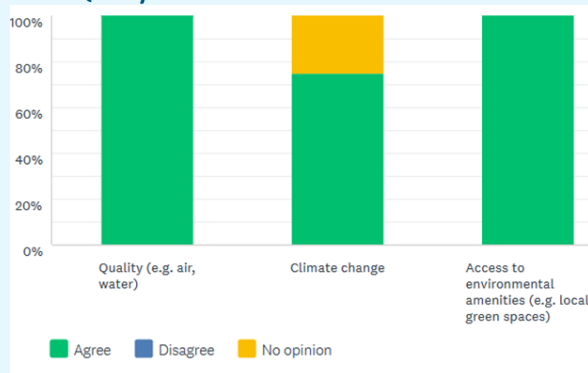
Fossil fuel/renewable use
Transition metrics, changes in practices
Biodiversity, especially pollinators outside protected areas
Climate mitigation costs
Neighbourhood measures: littering, dereliction, crime etc.
'Climate change engagement'

Subjective Well-being
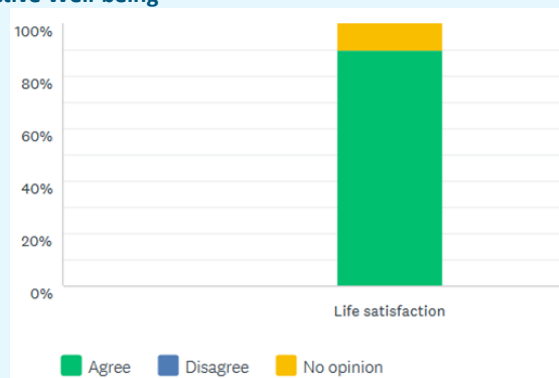
Self-efficacy/Agency/Locus of control
Self-contentedness/Happiness

Safety
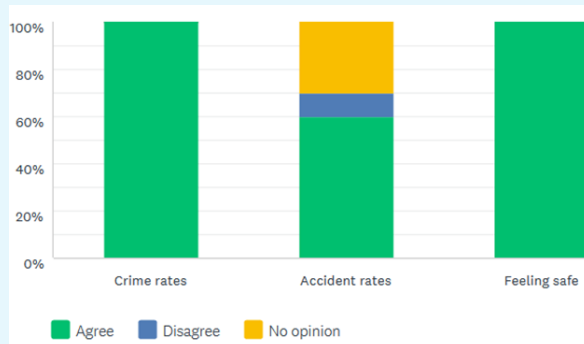
A measure of domestic violence
Specifically violent crime
Subjective measures
Protection of human rights/free from discrimination
Disaggregation particularly important

Work Life Balance
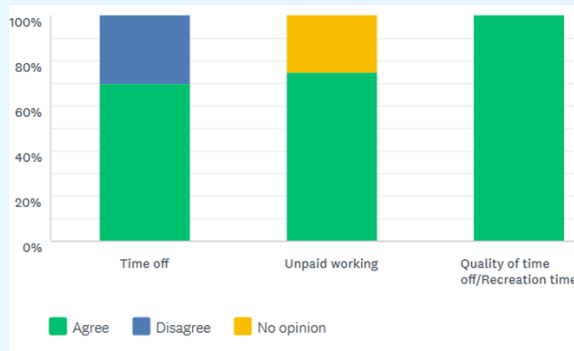
Subjective measures: e.g. 'enough time with family and friends'
Right to 'turn off'
Query on whether unpaid work is measure of work life balance

Social Connections
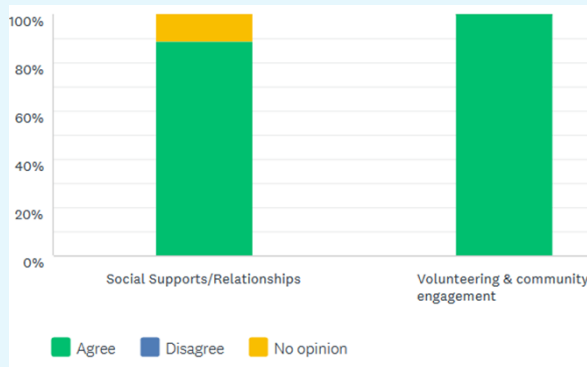
Loneliness

Civic Engagement
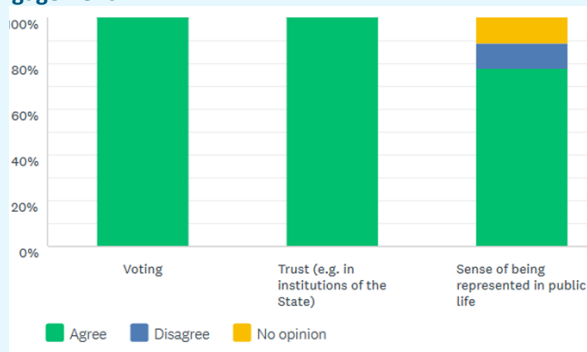
Registered to vote
Participating in public life/being politically engaged/Volunteering
Empowered local communities/decisions made locally
Services to minorities
Irish language services

Table B2: Survey responses to the question 'I want an Ireland Where...' by group type

Social:

Economic:

Democratic:

Enviornmental:

Population groups:

No category given:

Table B3: Survey responses to the question 'What I value most in life' by group type

Social:

Economic:

Democratic:

Environment:

Population Groups:

No category given:

Table B4: Survey responses to the Irish language version of the survey

The 23 responses to the Irish language version of the survey were translated into English and included in the overall analysis presented in the report. The word clouds below are from the Irish language responses only to two of the survey questions.

'I want an Ireland where…'

'What I value most in life'

Key words:
Language, Respect, Opportunity, Recognition, Life, Being, Health, Rights, Opportunity, Place

Appendix C:
OECD dimensions mapped against the ppns, sdgs and government strategy statement goals

The Public Participation Networks, established in 2014, were tasked with 'going through a process to set out what they consider necessary to promote well-being for present and future generations' in order to develop a 'Well-being Statement'. The purpose of this statement was to 'act as a guiding vision statement for everything done by the group that drew up the statement, e.g. choosing representatives, taking positions on issues, developing activities of any kind'.[20] A review by Social Justice Ireland (2020) of the vision statements from 13 of the 31 PPNs that have completed them highlights the following key themes across the six domains that were developed as the basis for well-being statements:

- **Health (Physical and Mental):** In addition to the physical infrastructure that supports good mental and physical health, this recognises the need for understanding of people experiencing mental health issues, and for a community-based approach to supports for vulnerable people generally. Cork City, Fingal, Longford, Monaghan, Tipperary and Wexford PPNs also make specific reference to the importance of the built environment and infrastructure generally to the health of the individual.

- **Economy and Resources:** Sustainability and local jobs, decent training and the support of society/citizens are key themes that emerge under this domain. A local economy that supports entrepreneurs and indigenous enterprises also featured for many.

- **Social and Community Development:** This domain spanned a very broad range of areas for the communities in which the 13 PPNs are situated. Cultural diversity and infrastructure featured as important to this domain in the visions of Carlow, Clare, Cork City, Longford, Monaghan, Roscommon, Tipperary, Westmeath, Wexford and Wicklow PPNs. The importance of acknowledging and valuing contributions from community members was also referenced in several visions.

- **Participation, Democracy and Good Governance:** Deliberative democracy—where communities have a say in the decisions that affect them—was a theme across all 13 visions. Accountability and transparency across governance structures, with an openness to engagement, featured in many visions, as did the importance of capacity-building opportunities, to allow people in communities to be proactive.

- **Values Culture and Meaning:** The diversity of the counties' citizenry and support for expressions of cultural identity and inclusion were very evident across all the visions of all 13 PPNs. The protection of built heritage sites was also included, while spaces to hold cultural events were included in most visions

- **Environment and Sustainability:** Sustainability, biodiversity and the natural environment featured in all 13 visions. In this context, some PPNs also included specific aspects of environmental protection. Clare PPN included smallholding and farm-to-fork production and use; Cork City PPN promoted safety and the development of sites as cultural and recreational amenities; affordability of amenities featured for Fingal PPN; and waste management was a feature for Monaghan PPN.

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[20] Department of Environment, Community and Local Government (2014): Circular Letter CVSP1/2014: Local Government Reform/Citizen Engagement Guidelines Rollout of PPN Structures with immediate effect in four local authority areas, Laois, Tipperary, Galway County and South Dublin, and subsequent rollout across all local authority areas.

Table C1: Mapping the OECD Dimensions with the PPNs, SDGs and Government Department Goals (as articulated in Strategy Statements)

OECD Dimensions	PPN Domains	SDG Goals	Government Departmental Goals*
Current well-being	Income & Wealth		SDG 1 (poverty); SDG 2 (food)	Distribution of income (DoF)
	Work and Job Quality	PPN 2; PPN 5	SDG 8 (decent work & economy)	Promote better pay and conditions (DETE)
	Housing		SDG 11 (cities)	Sustainable and good quality housing (DHLGH)
	Health	PPN 1	SDG 3 (health)	Fair and equal access to healthcare (DoH); Manage COVID , engage with public, integrate community care, access to healthcare (DoH)
	Work-life Balance	PPN 5	SDG 8 (decent work & economy	Promote gender equality in the workplace (DoEnterprise); Right to disconnect (DETE)
	Knowledge & Skills	PPN 4	SDG 4 (education)	Collaborate with educational institutions to identify talent, innovate, include additional needs (DFHERIS)
	Civic Engagement	PPN 4	SDG 16 (institutions)	Promote and enable democratic local government (DHLGH); Public engagement (DoTrans)
	Environmental Quality	PPN 6	SDG 6 (water); SDG 11 (cities)	Support Met Eireann as Ireland's authoritative voice on climate (DHLGH); Promote and safeguard public, plant and animal welfare for production (DAFM)
	Safety	PPN 3	SDG 16 (institutions)	Defence policy (DoD); Sound Public Finances (DoF), tackle crime (DoJ); Serve people at home and abroad (DFA); Safety, Security & Accessibility (DoTrans)
Inequality	[captured throughout all dimensions]		SDG 1 (poverty); SDG 5 (women); SDG 10 (inequality)	Promote gender equality (DETE), domestic violence (DoJ); A fair immigration system (DoJ);

Resources for future well-being	Natural Capital	PPN 6	SDG 13 (climate); SDG 14 (oceans); SDG 15 (biodiversity); SDG 12 (sustainable production)	Become a circular economy; net zero emissions future (DECC); tackle climate action (DoT & DoTrans); One Welfare framework: encompass animal welfare, human well-being and their physical environment; optimum policy framework for a sustainable agri-sector (DAFM); Ireland's Global Footprint to 2025 (DFA); ensure building and planning contributes to sustainable development (DHLGH); protect the natural and built archaeological heritage and our biodiversity for its intrinsic value but also for regional employment and development (DHLGH))
	Economic Capital	PPN 2; PPN 6	SDG 7 (energy); SDG 8 (work & economy); SDG 9 (infrastructure); SDG 12 (sustainable production)	Income and market supports for rural economy and environment (DAFM); promote environmentally sustainable economic progress (DoF); economically growth-driven (DAFM); advance the green transition in enterprise (DETE;) economic recovery from Brexit and Covid-19 (DETE); tackle Covid-19, Brexit (DoT); connectivity and effective regulation (DoTrans); advance the economic and social development of rural areas, including offshore islands (DAFM)
	Human Capital	PPN 1; PPN 4	SDG 3 (health); SDG 4 (education)	Help vulnerable groups such as children and young people to overcome adverse circumstances and achieve full potential (DCYA); equity of opportunity in education (DoEd); community health integration (DoH); form a respectful society based on experiences of past generations and aiding survivors (DCYA); lead worldwide in research and higher education and support progression to further education; develop talents, promote innovation, support inclusion through good-quality governance (DFHERIS)
	Social Capital	PPN 3; PPN 4	SDG 16 (institutions)	Foster and maintain a high-performance culture; support empowered, inclusive and resilient communities and a thriving volunteer culture (DRCD); better relations between North and South (DFA); enable the community, voluntary, charity, philanthropic and social economy sectors to contribute fully to civil society (DRCD)

* The Government goals are those listed in Government Department Strategy Statements. They are mapped here against the OECD dimensions and the SDGs, with some goals applying to both, and some to an OECD dimension or an SDG. There are also some Government Department goals relating to internal Departmental processes, which are not listed here.

Figure C2: OECD, SDGs and PPNs compared

OECD

OECD well-being framework does not cover the SDG 17 (means of implementation)

SDGs do not cover the OECD elements of subjective well-being, social connections and social capital

OECD well-being framework does not cover the PPN dimension of Values, Cultures and Meaning

PPN does not cover the OECD factors of income, wealth and inequality

SDGs ⟷ PPN

SDGs do not cover the PPN dimension of Values, Cultures and Meaning

PPN does not cover SDG 1 (poverty), SDG 5 (gender equality) and SDG 17 (implementation)

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Publications

Council Reports					
No.	**Title**	**Year**	**No.**	**Title**	**Year**
1	Report on the Economy in 1973 and the Prospects for 1974	1974	14.	Population Projects 1971-86: The Implications for Social Planning—Dwelling Needs	1976
2	Comments on Capital Taxation Proposals	1974	15.	The Taxation of Farming Profits	1976
3	The Economy in 1974 and Outlook for 1975	1974	16.	Some Aspects of Finance for Owner-Occupied Housing	1976
4	Regional Policy in Ireland: A Review	1975	17.	Statistics for Social Policy	1976
5	Population and Employment Projections: 1971-86	1975	18.	Population Projections 1973-86: The Implications for Education	1976
6	Comments on the OECD Report on Manpower Policy in Ireland	1975	19.	Rural Areas: Social Planning Problems	1976
7.	Jobs and Living Standards: Projects and Implications	1975	20.	The Future of Public Expenditure	1976
8.	An Approach to Social Policy	1975	21.	Report on Public Expenditure	1976
9.	Report on Inflation	1975	22.	Institutional Arrangements for Regional Economic Development	1976
10.	Causes and Effects of Inflation in Ireland	1975	23.	Report on Housing Subsidies	1976
11.	Income Distribution: A Preliminary Report	1975	24.	A Comparative Study of Output, Value-Added and Growth in Irish and Dutch Agriculture	1976
12.	Education Expenditure in Ireland	1976	25.	Towards a Social Report	1977
13.	Economy in 1975 and Prospects for 1976	1975	26	Prelude to Planning	1976

87	A Review of Housing Policy	1989	102	Population Distribution and Economic Development: Trends and Policy Implications	1997
88	Ireland in the European Community: Performance, Prospects and Strategy	1989	103	Private Sector Investment in Ireland	1998
89	A Strategy for the Nineties: Economic Stability and Structural Change	1990	104	Opportunities, Challenges and Capacities for Choice: Overview, Conclusions and Recommendations	1999
90	The Economic and Social Implications of Emigration	1991	105	Opportunities, Challenges and Capacities for Choice	1999
91	Women's Participation in the Irish Labour Market	1992	106	Review of the Property Proofing Process	2001
92	The Impact of reform of the Common Agricultural Policy	1992	107	Benchmarking the Programme for Prosperity and Fairness	2002
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