

## Agenda – Petitions Committee

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Meeting Venue:

Committee Room 3 – Senedd

HYBRID

Meeting date: 7 November 2022

Meeting time: 14.00

For further information contact:

Gareth Price – Committee Clerk

0300 200 6565

[Petitions@senedd.wales](mailto:Petitions@senedd.wales)

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### 1 Introductions, apologies, substitutions and declarations of interest

(Pages 1 – 21)

### 2 New Petitions

2.1 P-06-1288 Deliver Magor and Undy Walkway Station, part of the Burns Delivery Programme, as a quick win

(Pages 22 – 27)

2.2 P-06-1296 Make the dorglwyd, Comins Coch junction on the A487 safer

(Pages 28 – 31)

2.3 P-06-1298 Petition for a Welsh Government inquiry into the campaign of trans rights activists at Cardiff University

(Pages 32 – 38)

2.4 P-06-1301 Reconsider the exclusion to care home staff receiving the additional payment for social care workers

(Pages 39 – 44)

2.5 P-06-1303 Create, fund and sustain sufficient affordable nursery and childcare places for all working parents

(Pages 45 – 57)

### 3 Updates to previous petitions

3.1 P-05-859 Provide Child Houses in Wales for victims of child sexual abuse

(Pages 58 – 62)



- 3.2 P-06-1294 Don't leave metastatic breast cancer patients in Wales behind  
(Pages 63 – 65)
- 3.3 P-06-1289 Agree 105 day occupancy, not 182 days, to distinguish holiday  
let businesses from second homes  
(Pages 66 – 71)
- 4 Motion under Standing Order 17.42(ix) to resolve to exclude the  
public from the remainder of the meeting**

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## Deliver Magor and Undy Walkway Station, part of the Burns Delivery Programme, as a quick win

Y Pwyllgor Deisebau | 7 Tachwedd 2022  
Petitions Committee | 7 November 2022

Reference: SR22/3945-4

**Petition Number:** P-06-1288

**Petition title:** Deliver Magor and Undy Walkway Station, part of the Burns Delivery Programme, as a quick win.

**Text of petition:**

We urge the Welsh Government to expedite the opening of Magor and Undy Walkway Station, as a 'quick win' in the delivery of the Lord Burns report. The station is needed now, with the population of Magor with Undy rapidly expanding and shortly becoming a town.

Magor Action Group on Rail (M.A.G.O.R.) has been campaigning for 10 years to restore a railway station to the communities of Magor and Undy. It has had massive community support and the full backing of local politicians in the County, Senedd and from our MP. This resulted in it being included in the Burns Report Recommendations and its inclusion in the Burns Delivery Programme. We believe this would be a 'quick win' because it is a technically simple and cost-effective element of the plan.

The full history of the campaign is available on our website - [magorstation.co.uk](http://magorstation.co.uk).



## 1. Background

Rail infrastructure planning and funding in Wales, including stations, is the responsibility of the UK Government and Network Rail. However, the Welsh Government has powers to invest in rail infrastructure and is responsible for Welsh rail services delivered via Transport for Wales (TfW).

The former Magor railway station closed in 1964 following the Beeching Review. Magor Action Group on Rail (MAGOR), formed in 2012, campaigns for the reopening of the station. Since then, it has worked to reopen the station – including working with Monmouthshire Council on bids to the UK Department for Transport (DfT) New Stations Fund (NSF) in 2016 (NSF 2), and again in 2020 (NSF 3). These were unsuccessful.

Following the Welsh Government decision to cancel the M4 relief road in 2019, the South East Wales Transport Commission (the ‘Burns Commission’) was established to consider alternatives. Its final report, published in November 2020, proposed a ‘network of alternatives’ to the relief road.

The Burns Commission recommended a ‘a programme of new rail station developments along the main line, facilitated by the reconfiguration of rail services’. This comprised a list of six new stations between Cardiff Central and Severn Tunnel Junction stations, including a new station at Magor as a ‘walk and ride’ station, which it “primarily envisaged as an ‘origin’ station serving the local community”.

The Welsh Government subsequently endorsed the Commission’s recommendations. A delivery unit was established led by TfW. The TfW webpage for the unit says:

The Unit are initially focusing on facilitating enhancements to the South Wales Main Line railway, and new stations along it, plus taking a hands on approach to designing options for bus and active travel corridors in and between Cardiff, Newport, and Monmouthshire, improving bus and active travel access to new, and existing, rail stations.

The annual report by the Chairs of the delivery unit, published in January 2022 includes a timeline. This indicates that “designs for new railway stations and track improvements” would be developed between 2021 and 2026, and new stations

and services introduced between Cardiff Central and Severn Tunnel Junction between 2025 and 2029. However, as the Burns Commission report noted, rail infrastructure improvements require action by the UK Government which is responsible for rail infrastructure in Wales.

In November 2021 the Burns Commission recommendations were endorsed by the [Union Connectivity Review](#), which was commissioned by the UK Government to make recommendations to improve transport connectivity across the UK.

The [UK Government press release](#) announcing publication of the review report said it would “carefully consider the Union Connectivity Review’s recommendations in detail”, working with the devolved governments. In May 2022 [the Secretary of State for Transport](#) indicated he expected to publish a response “later this year”.

## 2. Welsh Government action

The letter to the Chair from the Deputy Minister for Climate Change, Lee Waters MS, draws attention to the recommendations of the Burns Commission and says:

The Unit has secured financing from UK Government to carry out feasibility studies for the capacity improvements of the South Wales Main Line that would enable new stations on it and that work is now underway to inform next steps of decision making.

I see rail improvements as key to the delivery of our improving public transport agenda. However, as you know, most of our rail infrastructure and the funding for it is non-devolved and the sole responsibility of the UK Government. We will continue to press the UK Government for full devolution of rail infrastructure powers to the Welsh Government, alongside a full and fair funding settlement.

## 3. Welsh Parliament action

The issue of a station at Magor has been raised by Members many times in the Senedd. [Recent responses to written questions](#) reflect the content of the Deputy Minister’s letter.

Every effort is made to ensure that the information contained in this briefing is correct at the time of publication. Readers should be aware that these briefings are not necessarily updated or otherwise amended to reflect subsequent changes.

**Lee Waters AS/MS**  
Y Dirprwy Weinidog Newid Hinsawdd  
Deputy Minister for Climate Change



Llywodraeth Cymru  
Welsh Government

Eich cyf/Your ref P-06-1288  
Ein cyf/Our ref LW/01251/22

Jack Sargeant MS  
Chair - Petitions committee

14 September 2022

Dear Jack,

Thank you for your letter of 15 June regarding Petition P-06-1288 - Deliver Magor and Undy Walkway Station.

The work of the Magor Action Group on Rail is well known to Welsh Government and actions are in hand to progress development of proposals for a station at Magor.

Lord Burns and the South East Wales Transport Commission provided support for a station at Magor as part of their recommendations, and we immediately accepted in principle all recommendations of the Commission. To move that forward, the Burns Delivery Unit has been established to progress the recommendations at pace, with the first Annual Report available here: [2022-01-18 Burns Report V2-min.pdf \(tfw.wales\)](#).

The Unit has secured financing from UK Government to carry out feasibility studies for the capacity improvements of the South Wales Main Line that would enable new stations on it and that work is now underway to inform next steps of decision making.

I see rail improvements as key to the delivery of our improving public transport agenda. However, as you know, most of our rail infrastructure and the funding for it is non-devolved and the sole responsibility of the UK Government. We will continue to press the UK Government for full devolution of rail infrastructure powers to the Welsh Government, alongside a full and fair funding settlement.

Yours sincerely,

**Lee Waters AS/MS**  
Y Dirprwy Weinidog Newid Hinsawdd  
Deputy Minister for Climate Change

Canolfan Cyswllt Cyntaf / First Point of Contact Centre:  
0300 0604400

Bae Caerdydd • Cardiff Bay  
Caerdydd • Cardiff  
CF99 1SN

[Gohebiaeth.Lee.Waters@llyw.cymru](mailto:Gohebiaeth.Lee.Waters@llyw.cymru)  
[Correspondence.Lee.Waters@gov.wales](mailto:Correspondence.Lee.Waters@gov.wales)

Rydym yn croesawu derbyn gohebiaeth yn Gymraeg. Byddwn yn ateb gohebiaeth a dderbynnir yn Gymraeg yn Gymraeg ac ni fydd gohebu yn Gymraeg yn arwain at oedi.

We welcome receiving correspondence in Welsh. Any correspondence received in Welsh will be answered in Welsh and corresponding in Welsh will not lead to a delay in responding.

**P-06-1288 Deliver Magor and Undy Walkway Station, part of the Burns Delivery Programme, as a quick win, Correspondence – Petitioners to Committee, 27.09.22**

**Petition P-06-1288 - Deliver Magor and Undy Walkway Station.**

Dear Sir,

Thank you for the opportunity to comment on the report that is going to the petitions committee.

We believe that generally it is a good reflection of the current status of Magor & Undy Walkway station implementation plan.

However, the petition itself calls for a speedy delivery of the station to –

- Mitigate the cancellation of the M4 decision
- Demonstrate commitment to implementing the Lord Burns recommendations
- Take the opportunity of a quick win and good news story for our community.

Briefly, and if you could include this paragraph from our consultant engineer in your report, the reasons why –

“It is very pleasing to see the station is being seen in the media (recent Monmouthshire County Council press release) by everyone. It needs to be delivered as the quick win as the one station that does not have to wait for any decision on the likes of the Relief Lines upgrade, as it fits unaltered whatever the outcome of those deliberations and has the benefit of not requiring any alteration to the signalling or overhead line equipment positioning. Therefore. it does not have to be held back by deliberations on any of the other ‘Burn’s’ stations and it can be introduced quickly and as the lowest cost of all the proposed new stations because it avoids the need and costs of any track slews and using the existing underpass between the platforms avoids the significant costs of providing a disabled access footbridge; it will demonstrate action taken now as an alternative to building a new M4.

Kind regards

Paul Turner and Ted Hand (Magor Action Group on Rail)

## P-06-1296 Make the Dorglwyd, Comins Coch junction on the A487 safer

Y Pwyllgor Deisebau | 7 Tachwedd 2022  
Petitions Committee | 7 November 2022

Reference: SR22/3945-1

Petition Number: P-06-1296

Petition title: Make the Dorglwyd, Comins Coch junction on the A487 safer

Text of petition:

This junction on the A487 is very dangerous. There have been many near misses and accidents. Cars come round the blind corner too fast.

We believe safety could be improved by restricting the speed limit to 30mph or by installing a roundabout or traffic lights.



## 1. Background

The Welsh Government is the highway authority and traffic authority responsible for the Welsh trunk road and motorway network. Local authorities are responsible for local roads.

The A487 forms part of the trunk road network and runs from Fishguard to Bangor. CrashmapUK shows a number of incidents have occurred at the Comins Coch junction in the past 10 years.

In May 2022 the petition was reported in the press, with the article including a comment from the Welsh Government that it is working on a “a scheme to improve road safety and visibility” at the junction.

### Roads review panel

In June 2021 the Deputy Minister for Climate Change announced a roads review panel would review planned Welsh Government road investments. He announced a pause on all new road schemes while the existing pipeline of schemes is reviewed.

The panel's terms of reference outlines what future Welsh Government investment may focus on. This includes “investment which maintains the safety and serviceability of the existing road network”.

In February the panel published its initial report, setting out the criteria it would use to review each scheme along with a list of those within its scope. This included a scheme on the A487 at Comins Coch.

In September the Deputy Minister issued a further statement that the panel's final report had been submitted. The Deputy Minister stated:

I will consider the panel's report and recommendations alongside the advice provided by officials. I intend to publish the panel's report and my decision once this process is complete, later in the autumn.

## 2. Welsh Government action

In his letter to the Chair dated 10 October, the Deputy Minister outlines the roads review and says the Welsh Government:

...will act on any recommendations with regard to this junction as soon as possible following approval and funding allocation.

### 3. Welsh Parliament action

In May 2022 Natasha Asghar MS tabled a written question on the amount spent on the A487 Dorglwyd Comins Coch scheme before it was subject to the roads review.

The Deputy Minister's response states that the Welsh Government will publish the costs associated with the schemes alongside its decisions once the panel's final report is considered.

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Lee Waters AS/MS  
Y Dirprwy Weinidog Newid Hinsawdd  
Deputy Minister for Climate Change



Llywodraeth Cymru  
Welsh Government

Eich cyf/Your ref P-06-1296  
Ein cyf/Our ref LW/01783/22

Jack Sargeant MS  
Chair  
Petitions Committee

10<sup>th</sup> October 2022

Dear Jack,

Thank you for your letter of the 19 August regarding Petition P-06-1296, to make the Comins Coch (Dorglwyd) junction on the A487 safer.

As you are aware, in June 2021 I announced a review of road building in Wales, which, is an honest and principled attempt to try and shift the direction of transport policy to respond to the genuinely alarming science around climate change. On 10 February, I published a written statement to update on the work and provided a list of schemes included in the review, with the Comins Coch/Dorglwyd scheme included as number 13 on this list.

The Roads Review Panel has carried out a detailed scrutiny of all the schemes within scope of the review. The Welsh Government is now receiving the Panel's final advice and is using it to inform decision making on those schemes. I will announce my response to the report once that process is complete in the following months.

Once we know the outcome of the roads review, we will act on any recommendations with regard to this junction as soon as possible following approval and funding allocation.

Yours sincerely

Lee Waters AS/MS  
Y Dirprwy Weinidog Newid Hinsawdd  
Deputy Minister for Climate Change

Canolfan Cyswllt Cyntaf / First Point of Contact Centre:  
0300 0604400

Bae Caerdydd • Cardiff Bay  
Caerdydd • Cardiff  
CF99 1SN

[Gohebiaeth.Lee.Waters@llyw.cymru](mailto:Gohebiaeth.Lee.Waters@llyw.cymru)  
[Correspondence.Lee.Waters@gov.wales](mailto:Correspondence.Lee.Waters@gov.wales)

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We welcome receiving correspondence in Welsh. Any correspondence received in Welsh will be answered in Welsh and corresponding in Welsh will not lead to a delay in responding.



## Petition for a Welsh Government inquiry into the campaign of trans rights activists at Cardiff University

Y Pwyllgor Deisebau | 7 Tachwedd 2022  
Petitions Committee | 7 November 2022

Reference: SR22/3945-3

**Petition Number:** P-06-1298

**Petition title:** Petition for a Welsh Government inquiry into the campaign of trans rights activists at Cardiff University

**Text of petition:** In recent months at Cardiff University, transgender rights activists have waged a campaign of harassment and violent threats against academics critical of Stonewall. We feel that the university and police have failed to protect the academics, potentially reflecting the links of these organisations with Stonewall. We call for an inquiry into this affair.

More information about this case can be found [here](#):



## 1. Background

On 17 June 2021, 15 academics at Cardiff University signed an open letter which called for a reconsideration of the University's continuing participation in the Stonewall Diversity Champion programme.

The programme was set up in 2001 to support employers to embed LGBTQ+ inclusion in workplaces "and enter the Workplace Equality Index and Global Workplace Equality Index", where they are benchmarked against other companies. In 2021 a number of high profile employers, which had participated in the programme, ended their partnership with Stonewall. These included media watchdog Ofcom, BBC, the UK Government's Cabinet Office, and the UK's equality watchdog, the Equality and Human Rights Commission (EHRC).

The letter stated support for the rights of transgender staff and students, but said that continued membership of **Stonewall's Diversity Champion programme** needs to be reviewed on the basis that:

being associated with Stonewall lies in tension with two of the university's core values: 1) academic freedom and 2) respect for the rights of all staff and students, including women.

Cardiff University also received a letter from staff, students and alumni who disputed the claims made, stating that:

this is a gross misreading of the Equality Act: transphobic views, like homophobic views, are only protected beliefs – people have the right to hold these views, but Universities and other institutions have no duty to protect them from criticism or academic rigour in a democratic society.

The letter called on Cardiff University to issue a "renewed statement of commitment to the rights and wellbeing of their LGBTQ+ staff and students".

### 1.1. Actions taken by the University

A letter to Minister for Education and Welsh Language, Jeremy Miles MS in February 2022 by the Free Speech Union provides a detailed timeline of events following the publication of the open letter, including descriptions of the alleged threats made against signatories of the letter and meetings which took place between the Deputy Vice-Chancellor and Communications Director at the University and the actions taken by them.

The letter states that following the publication of the letter:

a leaflet was distributed on campus picturing a woman holding a gun, the names and pictures of the signatories, and the caption “ACT NOW”. A student whistleblower then revealed violent threats being made on the Facebook page of the Cardiff LGBT+ Society.

It goes onto say that in January 2022, nine of the original fifteen signatories wrote to the Deputy Vice Chancellor expressing their dissatisfaction with the handling of the matter, stating that the University had “overlooked crucial evidence” and:

the University is failing to uphold its legal duty under section 43 of the Education (No 2) Act 1986 to secure freedom of speech. Worse, when serious and well-evidenced concerns about this hostile campaign were brought to the University’s attention, it neglected to act, misplaced evidence, failed to conduct a timely and thorough investigation and refused to re-open the investigation when the violent threats were repeated.

It also states that “despite the continuing campaign against these academics, the Deputy Vice-Chancellor concluded that it was not necessary to make further statements on this issue and the University had acted “reasonably” and had taken “practical steps to safeguard the health, safety and wellbeing of all staff and students involved in this matter”.

## 2. Welsh Government action

In it’s letter to the Minister for Education and Welsh Language, Jeremy Miles MS, the Free Speech Union called on him to:

Consider what interpretation you might make with the Vice-Chancellor or elsewhere that could have a material impact. In particular, we would welcome any action you could take to remind Cardiff [University] of its legal duties under current legislation.

In his response to the Petitions Committee, the Minister said:

As higher education institutions are autonomous bodies, disputes between students, staff and their universities are a matter for the universities themselves. Therefore, neither the Welsh Government nor Welsh Ministers are able to intervene. Any potential issues of alleged

unacceptable behaviour by staff or students are, ultimately, a matter for the university to address under its internal policies.

The Minister stressed that he would “expect the university to continue to meet all of its legislative requirements in respect of freedom of speech and academic freedom and its obligations under the Equality Act 2010.”

The Minister states that the Higher Education Higher Education Funding Council for Wales (HEFCW), the statutory regulator of HE in Wales has received an “assurance from the university that the matter has been thoroughly investigated” and the police are “satisfied that there was no evidence of any laws being broken.”

He states that there is nothing in the letter from the Free Speech Union which “evidences a clear breach of legislative compliance” and that the university had published a Code of Practice and has therefore complied with Section 43 of the Education (No2) Act 1986. The Minister also states that it is the Equality and Human Rights Commission that is responsible for investigating compliance with the Public Sector Equality Duty in Wales (which requires that all universities comply with the Equality Act 2020).

Every effort is made to ensure that the information contained in this briefing is correct at the time of publication. Readers should be aware that these briefings are not necessarily updated or otherwise amended to reflect subsequent changes.



Eich cyf/Your ref P-06-1298  
Ein cyf/Our ref JMEWL/01757/22

Llywodraeth Cymru  
Welsh Government

Jack Sargeant MS  
Chair - Petitions committee

05 October 2022

Dear Jack

Thank you for your letter of 19<sup>th</sup> August regarding petition P-06-1298 registered by Christian Wilton-King about Trans rights activists at Cardiff University.

As higher education institutions are autonomous bodies, disputes between students, staff and their universities are a matter for the universities themselves. Therefore, neither the Welsh Government nor Welsh Ministers are able to intervene. Any potential issues of alleged unacceptable behaviour by staff or students are, ultimately, a matter for the university to address under its internal policies. However, I would expect the university to continue to meet all of its legislative requirements in respect of freedom of speech and academic freedom and its obligations under the Equality Act 2010. The Welsh Government expects students and staff to be able to pursue their studies and career in an environment free from harassment, discrimination or victimisation.

Whilst the nature of the allegations falls outside of its purview, my officials have spoken to the Higher Education Funding Council for Wales (HEFCW), the statutory regulator of HE in Wales regarding this matter. They have received assurance from the university that the matter has been investigated thoroughly. I understand the issue has also been referred to the Police who were satisfied that there was no evidence of any laws being broken.

The Free Speech Union letter of 22 February contains a number of assertions. However, there is nothing in the letter that evidences a clear breach of legislative compliance (either Section 43 of the Education (No2) Act 1986 or Section 202 of the Education Reform Act 1988). In particular, HEFCW have seen nothing to suggest that academics have been prevented by the University from expressing controversial or unpopular opinions or that they are in jeopardy of losing their jobs or privileges as a consequence of their views.

Bae Caerdydd • Cardiff Bay  
Caerdydd • Cardiff  
CF99 1SN

Canolfan Cyswllt Cyntaf / First Point of Contact Centre:  
0300 0604400

[Gohebiaeth.Jeremy.Miles@llyw.cymru](mailto:Gohebiaeth.Jeremy.Miles@llyw.cymru)  
[Correspondence.Jeremy.Miles@gov.wales](mailto:Correspondence.Jeremy.Miles@gov.wales)

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We welcome receiving correspondence in Welsh. Any correspondence received in Welsh will be answered in Welsh and corresponding in Welsh will not lead to a delay in responding.

Section 43 of the Education (No2) Act 1986 requires universities to issue, and keep up to date, a Code of Practice setting out procedures to be followed with regard to meetings and other activities and the conduct of staff and students in connection with these activities. Cardiff University has published such a Code of Practice on Freedom of Speech, with this last updated in October 2020. The Code of Practice includes reference to conduct by members and employees of the University:

*“It is the duty of every member or employee of Cardiff University to refrain from any conduct or course of action which prejudices the lawful exercise of freedom of speech. It will be a disciplinary offence for any member or employee of Cardiff University to act at a specified meeting in a disruptive or intimidatory manner for the purpose of preventing a speaker from being heard, or preventing the discussion or transaction of any other business for which the meeting has been held. It will be a disciplinary offence for any member or employee of Cardiff University to aid or encourage other persons in such actions.”*

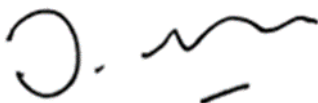
The Code of Conduct primarily relates to meetings and events. However, the university will also have a responsibility under the Education (No2) Act 1986 to take such steps as are reasonably practicable to ensure that freedom of speech within the law is secured for its employees.

This matter also engages institutions’ responsibilities under the Equality Act 2010. In this context, all universities, including Cardiff University, under the Public Sector Equality Duty (PSED) have duties to have due regard, when carrying out their functions, to:

- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited under the Act;
- advance equality of opportunity between persons who share a relevant protected characteristic and those who do not; and
- foster good relations between people who share a relevant protected characteristics and people who do not.

As the regulator in Wales of compliance with the PSED any investigative action in relation to this matter would be a matter for the Equality and Human Rights Commission, in the first instance. If an inquiry were to identify any breaches of legislative requirements by the university, then it would be for HEFCW to determine whether the matter also represented a breach of regulatory requirements.

Yours sincerely,



**Jeremy Miles AS/MS**

Gweinidog y Gymraeg ac Addysg  
Minister for Education and Welsh Language

**P-06-1298 Petition for a Welsh Government inquiry into the campaign of trans rights activists at Cardiff University – Petitioner to Committee, 25.10.22**

Dear sir/madam

Please see my response to Jeremy Miles's letter (see attached) below:

*I am unhappy with the Education Minister's response. Even if this affair does not formally lie within the competences of the Welsh Government, Cardiff University is the premier university of Wales. Therefore, the Senedd should ensure that the university maintains standards which are consistent with those expected in Welsh public life.*

*In this case, Cardiff University has engaged in egregious misconduct. At a protest on campus on 21 June 2021, protestors distributed a leaflet picturing a woman holding a gun, the names and pictures of the signatories of the letter, and the caption "ACT NOW". Yet despite knowing the identity of the individual who produced the leaflets, Cardiff University failed to take any action or conduct a meaningful investigation.*

*Moreover, students threatened to kneecap and throat-punch signatories of the letter on social media. But despite knowing the identities of the students, the university took no action. Why did Damian Walford Davies, Deputy Vice-Chancellor, claim that a threat to throat punch academics was an expression of opinion and not 'inciting violence or harassment'? Why did the university claim that such messages were the responsibility of Facebook, rather than the university? Would the university adopt this position in other cases of harassment which involve staff and/or students and take place on social media?*

*In short, the university has engaged in a cover up, exposing academics to serious harassment and critically undermining freedom of speech. We call for a Senedd investigation into this affair.*

Kind regards

Christian Wilton-King

# Reconsider the exclusion to care home staff receiving the additional payment for social care workers

Y Pwyllgor Deisebau | 7 Tachwedd 2022  
Petitions Committee | 7 November 2022

Reference: SR22/3945/6

Petition Number: P-06-1301

Petition title: Reconsider the exclusion to care home staff receiving the additional payment for social care workers

## Text of petition:

The Welsh government is currently accepting applications for an Additional social care payment aligned to the Real Living Wage (a taxable payment of £1,498) claiming that: "The additional payment demonstrates our commitment to improve the status, terms and conditions and career pathways for social care workers."

We feel that by excluding all other essential care home roles, they have devalued our contribution, and are neglecting these essential care providers that Care Managers agree are vital!

This payment will only be paid to eligible 'care workers, senior care staff, care managers and nurses' and specifically excludes colleagues in the same home who are in roles such as catering, cleaning and maintenance staff, finance officers, therapists, business support, trainers, reception staff and activity coordinators.

As my Care home manager said: "If I don't have people cooking food in the kitchen how will I feed the residents?"



Care work is renowned for being poorly paid so most people who do it, do it for the love and compassion of the people they care for. Whilst recognition for these fantastic roles is long overdue it is vastly unfair to single one role over another in a Care home setting.

Please help support our care home staff!

## 1. Background

The Welsh Government announced the social care additional payment aligned to the real living wage in February 2022, and published further guidance on the eligibility criteria in March (which was last updated in September).

This “uplift to the real living wage” applied to all those eligible for the real living wage: registered workers in care homes and domiciliary care, in adults and children’s services; Personal Assistants who are funded through a Direct Payment; and senior care staff and managers in care homes and domiciliary care. The Welsh Government said the payment would be made to approximately 53,000 social care workers across Wales.

The guidance stated that most people would receive the payment in June 2022, and the scheme closed to all new claims on 30 June.

According to the guidance, job roles not eligible for the payment include:

Other care home and residential family centre staff not subject to a requirement to be registered with Social Care Wales or the Nursing and Midwifery Council. For example, catering, cleaning and maintenance staff, finance officers, therapists, business support, trainers, reception staff and activity co-ordinators.

When the scheme was announced in February, Care Forum Wales expressed concerns in the media about some ancillary staff – such as cooks, care support workers and cleaners - missing out, and called for everyone working in the care sector to receive payment.

The Welsh Government noted that two previous schemes in 2020 and 2021 made recognition payments to reward the efforts of all social care staff during the Covid pandemic. It said this additional payment is different, as “it is specifically aligned

to the introduction of the real living wage and forms part of our commitment to future improvements in professional development for registered care staff in care homes and domiciliary care”.

## 2. Welsh Government response

The Deputy Minister for Social Services said she appreciates the disappointment felt by the petitioner and other care home staff who are not included in this, and stressed that she’s aware that cleaning staff, catering staff, and other ancillary staff provide valuable support to staff and residents in care homes.

The Deputy Minister said ancillary staff rightly benefitted from two previous schemes in 2020 and 2021, which made payments of £500 and £735, to recognise and reward staff during the Covid pandemic. She stressed that this additional payment scheme “is markedly different”, as it is specifically aligned with the introduction of the Real Living Wage for social care workers.

Ancillary staff in care homes are not included in the introduction of the Real Living Wage. The Deputy Minister stated:

While ancillary staff such as cooks and cleaners in care homes work in the social care sector and provide essential support that helps maintain the quality of provision, they are not expected to deliver personal care services and are not required to register as social care professionals with Social Care Wales. This is why ancillary staff are not within the scope of this particular initiative. This is not intended to devalue the valuable contribution ancillary staff make.

Every effort is made to ensure that the information contained in this briefing is correct at the time of publication. Readers should be aware that these briefings are not necessarily updated or otherwise amended to reflect subsequent changes.



Julie Morgan AS/MS  
Y Dirprwy Weinidog Gwasanaethau Cymdeithasol  
Deputy Minister for Social Services



Llywodraeth Cymru  
Welsh Government

Eich cyf/Your ref P-06-1301  
Ein cyf/Our ref JMSS/01000/22

Jack Sargeant MS  
Chair - Petitions Committee

07 October 2022

Dear Jack

Thank you for your letter of 6 September to Eluned Morgan, Minister for Health and Social Services, regarding the Additional Payment scheme aligned to the introduction of the Real Living Wage. I am responding as this is within my area of responsibility.

I appreciate the disappointment felt by Anita Braine and other staff working in care homes who are not included in this scheme and who have petitioned the committee. I know cleaning staff, catering staff, and other ancillary staff provide valuable support to staff and residents in care homes.

Ancillary staff rightly benefitted from two previous schemes in 2020 and 2021, which made payments of £500 and £735. These payments were made to recognise and reward the contribution of all care home staff who provided essential services to our most vulnerable citizens during the Covid pandemic

This additional payment scheme, which I announced on 10 February, is markedly different. [Written Statement: Social care additional payment aligned to the real living wage \(10 February 2022\) | GOV.WALES](#)

It is specifically aligned with the introduction of the Real Living Wage for social care workers. It demonstrates our commitment to make further improvements to terms and conditions of social care jobs, and to the increased professionalisation of the registered social care workforce with improved career pathways and opportunities for progression.

Ancillary staff in care homes are not included in the introduction of the Real Living Wage. While ancillary staff such as cooks and cleaners in care homes work in the social care sector and provide essential support that helps maintain the quality of provision, they are not expected to deliver personal care services and are not required to register as social care professionals with Social Care Wales.

Canolfan Cyswllt Cyntaf / First Point of Contact Centre:  
0300 0604400

Bae Caerdydd • Cardiff Bay  
Caerdydd • Cardiff  
CF99 1SN

[Gohebiaeth.Julie.Morgan@llyw.cymru](mailto:Gohebiaeth.Julie.Morgan@llyw.cymru)  
[Correspondence.Julie.Morgan@gov.wales](mailto:Correspondence.Julie.Morgan@gov.wales)

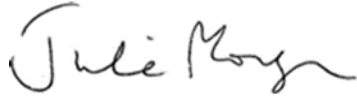
Rydym yn croesawu derbyn gohebiaeth yn Gymraeg. Byddwn yn ateb gohebiaeth a dderbynnir yn Gymraeg yn Gymraeg ac ni fydd gohebu yn Gymraeg yn arwain at oedi.

We welcome receiving correspondence in Welsh. Any correspondence received in Welsh will be answered in Welsh and corresponding in Welsh will not lead to a delay in responding.

This is why ancillary staff are not within the scope of this particular initiative. This is not intended to devalue the valuable contribution ancillary staff make.

We worked closely with trade unions, directors of social services and care providers to ensure the purpose of, and eligibility criteria for, this scheme are clear. The scheme closed to new claims on 30 June. I appreciate that there will be groups of workers who remain disappointed.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Julie Morgan'.

**Julie Morgan AS/MS**

Y Dirprwy Weinidog Gwasanaethau Cymdeithasol  
Deputy Minister for Social Services

# P-06-1303: Create, fund and sustain sufficient affordable nursery and childcare places for all working parents

Y Pwyllgor Deisebau | 07 Tachwedd 2022  
Petitions Committee | 07 November 2022

Reference: SR22/3945-8

Petition Number: P-06-1303

Petition title: Create, fund and sustain sufficient affordable nursery and childcare places for all working parents

Text of petition: Too many parents with young families are prohibited from taking up opportunities in employment, education and training due to the lack of affordable local childcare. This is keeping children and families in poverty, reducing choice for employers, and negatively affecting the wellbeing of families and the economy of Wales. It needs intervention at a political level to ensure this situation is addressed.

As a former childcare development officer I can confirm the situation is worse now than it was 10-15 years ago with a huge reduction in childcare places for babies to older children. As part of a commitment to children and families in Wales the Welsh Government needs to urgently consider options to make affordable childcare a right for all families in the same way education is, and even consider siting nurseries and childcare on school grounds particularly for new builds or where space allows on existing school sites. Parents I know are unable to take up opportunities that would benefit their families because either they cannot afford childcare or more often there is no childcare available. There needs to be sustained investment at Welsh Government level both in providing and subsidising childcare places - let's lead the way for the rest of the UK!



# 1. Background

The Welsh Government currently funds several types of childcare provision for different age groups, in different geographical areas:

- All children in Wales are entitled to at least **10 hours per week Foundation Phase nursery care** from the term after their third birthday until they start school full-time. In practice many local authorities offer more.
- Under the Welsh Government's '**Childcare Offer**', many working parents, and some parents in education or training, are eligible for **30 hours per week free childcare for 3 and 4 year olds** for 48 weeks per year. The 30 hours is made up of a minimum of 10 hours of early education a week and a maximum of 20 hours a week of childcare.
- The **Flying Start** programme provides **free childcare for parents of 2-3 year olds, living in areas defined as being the most disadvantaged in Wales**, for 2.5 hours per day, 5 days a week. This provision is available for 39 weeks per year, with at least 15 sessions of provision during school holidays. Plans to expand this are set out below.

The **Childcare Funding (Wales) Act 2019** 'gave Welsh Ministers the power to provide funding for childcare for qualifying children of working parents and to make regulations about the arrangements for administering and operating such funding.'

In its **Programme for Government**, the Welsh Government commits to funding childcare for more families 'where parents are in education and training or on the edge of work.' Furthermore, as part of the **Co-operation Agreement**, funded childcare provision will be extended to all two year-olds. On 15 March, the Welsh Government **set out details** of the first phase of this extension. In a **statement** in Plenary on the 27<sup>th</sup> of September 2022, Julie Morgan, Deputy Minister for Social Services, stated that the first phase is now being delivered. She went on to say that delivery of the second phase will begin in April 2023, starting with some of the most disadvantaged communities. It was also stated that over the following two years the Welsh Government would invest £26 million in expanding Flying Start childcare.

The Deputy Minister's recent **statement** also said that over this period that the government will be seeking to significantly increase the availability of Welsh medium childcare provision. Julie Morgan also **said** that 'additional funding of up to £3.787m will be provided to **Cwllwm** over the next three financial years to

support a range of measures, including additional and bespoke Welsh language training, dedicated support to Welsh medium settings...’.

The Government also announced a new three year capital work programme of £70 million that registered childcare settings will have the opportunity to access.

## 2. Gaps in, and critiques of, existing childcare provision

There are two types of key gaps in childcare provision, the first relates to a **deficit of childcare places**, the second relates to eligibility criteria based on age, location, and parental income.

### 2.1. Gaps in local provision

The Childcare Survey 2022 conducted by The Family And Childcare Trust showed that childcare sufficiency has decreased since 2021 for all categories in Wales, except afterschool care for 12-14 yearolds.

Local authorities in Wales are legally required to prepare and publish assessments of the sufficiency of the provision of childcare in their area.

The highest number of signatories to the petition at time of writing, by far, were recorded in Ceredigion, which according to its Childcare Sufficiency Assessment found there to be an insufficiency of Childcare places available to meet parents demand. Within the authority, it recorded a loss of 375 Childcare places across all childcare types between 2017–2022. The assessment gives registration of providers, recruitment, and lack of training, as being among the reasons for the deficit.

The Family And Childcare Trust report indicated that there are significant shortages of childcare for disabled children, and for children of parents working atypical hours, with no local authorities in Wales reporting that there is childcare ‘in all areas’ for these categories. The report also notes that sufficiency for families in rural areas is poor.

The Family And Childcare Trust Childcare Survey 2022 highlights that: of Wales Scotland and England, Wales had the highest increase in the cost of childcare between 2021 and 2022. However, the costs for Childcare in Wales remain lower than those in England for most categories of childcare.

## 2.2. Not all children are eligible

As noted above, the Childcare Offer builds on the universal entitlement of 10 hours per week foundation phase nursery, and provides up to a total of 30 hours early education and care per week over 48 weeks of the year for the 3 and 4 year olds of working parents. To qualify both parents (or one in the case of single parents) must be working, and earn (on average) the equivalent of working 16 hours a week at National Minimum Wage or Living Wage or more. There are some exceptions for children of parents in education as well as for parents unable to work due to disability. **For most children of non-working families there is no provision of child care under the Childcare Offer.**

Under the Flying Start scheme, part-time childcare is provided for 2 to 3 year olds in certain locations. As noted above there are plans to make this provision universal. However, at present it operates in 'areas defined as being the most disadvantaged' in Wales. There is also a small element of 'outreach' as part of the scheme, which allows local authorities to deliver aspects of the programme to children across the wider local authority. **For most children outside of the designated Flying Start areas, there is currently no provision of for 2 to 3 year olds.**

For 0 to 2 year olds, while there is some support available to help with the cost of childcare such as, Tax-Free childcare, there is no provision of free childcare.

The Family and Childcare Trust noted that, the complexity of the childcare system in Wales can make it difficult for parents to navigate, and access available care. This is a sentiment echoed by Jenny Rathbone MS, quoted in a Senedd Business article as saying, 'The current system doesn't make it easy; parents are having to navigate a complex system just so they can claim childcare support to be ready to go back to work.' The Evaluation of Year 4 of the Childcare Offer noted that a renewed focus on raising awareness of available childcare provisions under the Childcare Offer may be needed.

The Equality and Social Justice Committee inquiry into the barriers to working parents accessing childcare notes that, low-income families are particularly likely to be in atypical work, or to have zero hour contracts. Therefore, the lack of childcare for parents working atypical hours is likely to have a greater impact on low income families.

The inquiry also highlighted the gap in childcare between the end of maternity leave and eligibility for the Childcare Offer. The Family and Childcare Trust

Childcare Survey 2022 also shows that childcare for this age range is more expensive than for older age ranges.

In relation to scrutiny of the then Childcare Funding Bill, the Children's Commissioner raised a concern that an 'unintended consequence' of limiting childcare to children of working parents could exacerbate the divide between the most advantaged and disadvantaged children. This point is echoed in the Childcare Survey 2022 which notes that childcare can have a positive impact on a child's development.

### 3. The effect of childcare on employment

The Family And Childcare Trust Childcare Survey 2022 suggests that, increased childcare results in more parents (particularly mothers) returning to work. This trend has also been observed by academic research: a study of low-income parents in Minnesota, found that expansion of the childcare subsidy program led to 'increased employment among low-income parents with young children.' While another academic study, looking at the impact of subsidised childcare in Germany, found that an increase in subsidised care resulted in an increase in employment.

Academic research suggests that subsidised, or free child care, can increase employment (especially maternal employment), both in the long and short term. However, a comprehensive review of the impact of subsidised childcare on employment, argues that the impact 'depends on the policy design, the country context, and the characteristics of mothers of preschoolers.'

Year 4 findings from the Evaluation of the Childcare Offer for Wales indicate that the Offer has enabled many parents to increase their earnings, 'especially those within lower income groups'. The Evaluation found that, of the parents surveyed, one in ten said that they would not be in work if it wasn't for the support provided by the Offer.

A recent study focusing on the potential impact of childcare on increasing the labour force in England found little effect of part time provision on employment figures, but argued that full time provision results in a significant impact. The Swedish Gender Equality Agency, suggested that, the greatest impact is seen when funding is made available to unemployed mothers.

Every effort is made to ensure that the information contained in this briefing is correct at the time of publication. Readers should be aware that these briefings are not necessarily updated or otherwise amended to reflect subsequent changes.

Julie Morgan AS/MS  
Y Dirprwy Weinidog Gwasanaethau Cymdeithasol  
Deputy Minister for Social Services



Llywodraeth Cymru  
Welsh Government

Eich cyf/Your ref P-06-1303  
Ein cyf/Our ref JMSS/01015/22

Jack Sargeant MS  
Chair - Petitions committee

13 October 2022

Dear Jack,

Thank you for your letter of 12<sup>th</sup> September regarding Petition P-06-1303 - Create, fund and sustain sufficient affordable nursery and childcare places for all working parents. The mixed model of childcare provision in Wales is intended to ensure there is choice and flexibility for parents in the type of care parents use for their children, and I welcome the opportunity to set out the actions we are already taking in this regard.

We recognise that access to affordable and flexible childcare is often cited by parents, and particularly mothers, as one of the main barriers preventing them from working or progressing further in their careers. Our Childcare Offer for Wales provides up to 30 hours of government funded early education and childcare to 3 and 4 year olds for 48 weeks per year to support families with these costs. The scheme, initially established to support working parents, is going from strength to strength, with more families benefiting from the Offer year on year.

From September this year, and in line with our Programme for Government, we have expanded access to the childcare element of the Offer to parents who are in education and training as well as eligible working parents. Access to the early education element of the Offer is universal, and independent evaluation of the Offer consistently finds that parents believe it is helping them and their families. The most recent evaluation found that 73% of parents felt it had made it easier for them to work and 46% felt it had increased their disposable income. This last part is particularly important in the current climate, and why I am so pleased we have been able to extend the Offer to parents in education and training.

Of course, the Childcare Offer is only one programme of support for parents. I have just announced an extra [£100 million investment](#) in the childcare sector which will help to provide exceptional facilities for children across Wales as well as supporting long-term, positive impacts on the lives of children and families through the Flying Start programme. This is part of the commitment to expand early years provision to all two-year olds we set out in our updated Programme for Government and the Cooperation Agreement.

Canolfan Cyswllt Cyntaf / First Point of Contact Centre:  
0300 0604400

Bae Caerdydd • Cardiff Bay  
Caerdydd • Cardiff  
CF99 1SN

[Gohebiaeth.Julie.Morgan@llyw.cymru](mailto:Gohebiaeth.Julie.Morgan@llyw.cymru)  
[Correspondence.Julie.Morgan@gov.wales](mailto:Correspondence.Julie.Morgan@gov.wales)

Rydym yn croesawu derbyn gohebiaeth yn Gymraeg. Byddwn yn ateb gohebiaeth a dderbynnir yn Gymraeg yn Gymraeg ac ni fydd gohebu yn Gymraeg yn arwain at oedi.

We welcome receiving correspondence in Welsh. Any correspondence received in Welsh will be answered in Welsh and corresponding in Welsh will not lead to a delay in responding.

Flying Start is a developmental programme aimed at supporting children aged 0-4 in some of our more deprived communities. It comprises four elements, which when applied together support child development across their early years and ensure they reach key milestones, enabling them to achieve their potential. This includes 12.5 hours of free childcare for children aged 2-3. From September this year we have expanded delivery of all four Flying Start elements, ensuring up to 2,500 additional children across Wales will benefit from the programme. My recent announcement confirmed that from April 2023 we will be expanding the childcare element of Flying Start further, ensuring over 3,000 more families can access support with childcare.

We also recognise that summer holidays can be particularly challenging times for some families. I was therefore pleased to build on the success of the Summer of Fun in 2021 with a further £7 million this summer to fund free activities to support our young people and help families across Wales with the rising cost of living over the summer months. The Summer of Fun 2022 sat alongside programmes like the Playworks scheme, which support access to play opportunities across Wales, and the School Holiday Enrichment Programme funded by the Minister for Education and Welsh Language.

Our aim is to increase access to Early Childhood Education and Care (ECEC) provision in Wales over the next 10 years, to ensure more children and families can benefit from access to funded provision before statutory school age. However, we are conscious of the need to support and grow the sector in order to enable this which is why I included announcements about additional capital funding in my recent statements.

Ms Byrne also raises in the background to the petition that Welsh Government should “consider siting nurseries and childcare on school grounds.” This was a key feature of our previous capital funding for childcare services and will continue to be going forward.

Our Programme for Government includes a commitment to “invest in the learning environment of community schools, co-locating key services and securing stronger engagement with parents and carers outside of traditional hours”.

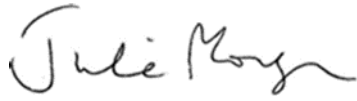
Making effective use of educational facilities for children and the local community has always been a key aim underpinning education investment through the Sustainable Communities for Learning Programme.

A £15 million Community Hubs Pilot Scheme was made available in 2019-20. Managed through the Programme, it provided capital funding for 21 pilot schemes. To date 11 have been completed, 4 are under construction and 6 are due to start. The funding was allocated on the basis of three themes; widening family and community engagement; extending the use of physical assets for community use; and co-locating services to form community hubs.

In the second wave of Programme investment, totalling £2.3 billion, one of the two investment objectives is to optimise the use of infrastructure and resources to deliver public services for our communities by 2024. This includes flexibility of assets so that space and facilities available to our communities are maximised; using their facilities to widen family and community engagement and co-locating services to form community hubs. Our robust business case scrutiny process assessment ensures a join up with wider Welsh Government ambitions for communities; and more investment in multi-use facilities, hosting Flying Start and ECEC provision, with options to also hold after school activities.

Finally, I would also like to draw your attention to the work of the Equality and Social Justice Committee's work on [Minding the Future – The Childcare Barrier Facing Working Parents](#) and the [Welsh Government's response](#) which covers many similar issues.

Yours sincerely

A handwritten signature in black ink that reads "Julie Morgan". The signature is written in a cursive style with a large initial 'J'.

**Julie Morgan AS/MS**

Y Dirprwy Weinidog Gwasanaethau Cymdeithasol  
Deputy Minister for Social Services



Julie Morgan AS/MS  
Y Dirprwy Weinidog Gwasanaethau Cymdeithasol  
Deputy Minister for Social Services  
& Jack Sargeant MS  
Chair - Petitions committee

26.10.2022

**Cyf/Ref P-06-1303 Ein cyf/Our ref JMSS/01015/22**

I would like to thank the Minister for her response to the petition.

However having read through the content of the response I do not feel the case she makes adequately addresses the issues raised in the petition.

The main case the petition wishes to identify is the lack of universal affordable and accessible childcare for all parents in Wales.

The response from the Minister instead reinforces the fact that what we have in Wales is a very piecemeal approach that provides **some** childcare for **some** parents **some** of the time – this is a long way from the request made by the petition and her response seems to make it clear she does not understand or is not aware of the lived reality for parents and carers across Wales, which is disappointing.

The following statements are taken from her response:

*choice and flexibility for parents in the type of care parents use for their children,*  
I cannot see from the types of childcare the Minister refers to that choice and flexibility is in fact in place. The only schemes she references have restrictive conditions to be able to access them, cater for a very specific and narrow age range, run for only part of the day and/or part of the year and those days and times are often arbitrary in terms of how they match with parents employment or training patterns and set by the provider so in fact the idea of 'choice' is not evidenced in the reality of the provisions she identifies.

*access to affordable and flexible childcare is often cited by parents, and particularly mothers, as one of the main barriers preventing them from working or progressing further in their careers.*



Yes this is absolutely the case the petition is making. Affordable and accessible childcare is a barrier to women in particular enjoying equality in terms of employment and the various approaches detailed by the Minister do little to address this. The case is constantly made that women lag behind men in terms of earnings, retirement income etc and one of the biggest factors in the UK is this lack of affordable and accessible childcare. Until that is in place for all women equality will not be achievable.

*expand early years provision to all two-year olds*

Early years provision is not the same as full time childcare needed by parents in order to access employment. It is piecemeal, does not cover the full working day, nor the full working year, and only kicks in when children reach a certain age. I object to this even being included as a response that meets parental needs for childcare. Early years provision was never meant to be a responses to childcare needs, instead the funding and motivation behind this provision is to provide the 'flying start' and enrichment children need to thrive. I object to this being conflated with the need for reliable, affordable accessible childcare needed by working (or training) parents. Childcare needs to open at a time that allows parents to get to work, and close at a time that enables parents to work a full day, 52 weeks of the year – early years provision does neither of those.

*12.5 hours of free childcare for children aged 2-3*

Again I object to this being put forward as any kind of response to the need for full time, reliable, affordable and accessible childcare needed by parents and carers in order to take up employment. This only kicks in for a very short time in a child's life, does not run 52 weeks of the year and mostly parents do not have much control over which 12.5 hours in the week they are offered – eg mornings vs afternoons and some settings switch those two options on a term by term basis – how is a parents/carer meant to find a job or training course that can adapt tot that sort of pattern? This is a wholly inadequate response to the request in the petition.

*The Summer of Fun 2022 sat alongside programmes like the Playworks scheme, which support access to play opportunities across Wales, and the School Holiday Enrichment Programme funded by the Minister for Education and Welsh Language.* Again it feels like the Minister is throwing in anything and everything related to funding provided towards children, rather than providing a response connected to the substance of the petition, which is for full time, reliable, affordable and accessible childcare. Nothing in this extract from her response describes childcare that meets the needs of working parents.



I would like to make some further points that are personal to my experience and that of other families in Ceredigion and illustrate the case made by the petition.

### **The Childcare Offer**

I manage a setting that registered to provide the Childcare Offer. What we found is that eligibility was so specific that the vast majority of parents who would have benefited from access to the scheme were not eligible. This does not meet the needs of working parents for many reasons – the very restrictive eligibility; the short hours it offers; the very small age range it covers; the number of weeks it provides. It is wholly inadequate as a response to the case made by the petition. It may be that a percentage of parents benefiting from the offer find it useful, but that does not at all reflect the views of the parents who are not eligible to access it, and it is their needs the petition seeks to reflect.

### **Choice and flexibility**

I would really like the Minister to identify the areas in Wales where parents have the luxury of choice and flexibility in finding affordable local childcare that meets all their needs, and particularly showing me where that exists in Ceredigion?

To illustrate the need I would like to share the following:

Impact of lack of childcare example one

My niece is a Band 5 nurse and has a 1 year old and a 6 year old. During maternity leave in 2021 she applied for and got a placement as a Child Health nurse with Flying Start to start the process of training as a Health Visitor. Due to the lack of childcare in the summer holidays when her placement started I had to adjust my full time working hours to step in to care for the baby and the 5 year old because her partner also works full time and his employers were not flexible. She then found a childminder but within 6 months the childcare gave her notice and gave up childminding to train as a social worker. Again I had to adjust my working hours to care for both the children, the 1 year old during the day and the 5 year old after school. After a very stressful and tearful few weeks when she nearly gave up her chance to be a Health Visitor so many times, another childminder was found. And I now have to help by collecting the now 6 year old from school, impacting on my employment meaning I have to make up hours in the evening and at weekends. Like so many grandparents (I brought my niece up so am more like a parent than an aunt) my childcare role enables the younger generation to work.



#### Impact of lack of childcare example two

I manage a local charity and an employee recently was in tears explaining to me she was going to have to hand in her notice. She had started with us 2 years before, we had provided access to training for her to gain her Level 2 & 3 in Youthwork and she assisted with our 3 days a week youth clubs for 6 – 19 year olds. Her parents were not in the best of health (her father has since passed away) and were becoming exhausted looking after her 1.5 year old and his other grandparents worked full time as does her partner. S lives in a Flying Start area so we asked them for help, but her son was not of the right age, and then when he reached the right age the days and times they could offer did not match her employment. Before S started with us her work was waitressing in a local café, unfortunately due to lack of childcare she had to give up her youth work role with us, reducing the income for her family and taking a qualified and enthusiastic youth worker out of the sector.

#### Impact of lack of childcare example three

K works in the local supermarket and Post Office and has one son aged 8. She needs childcare after school and during school holidays. There is one playscheme in her local area and it runs for 2 weeks in the summer holidays and the after school club closes at 5.30pm (recently extended from 5pm). The only way she can continue to work is relying on her parents to collect her son from after school club as her shift ends at 5.30 and for them to care for him during school holidays. The fact that she has to rely on her parents so much causes family tensions.

If allowed I would be happy to collect many more stories from Ceredigion parents and grandparents, to illustrate the detrimental impacts caused by this lack of affordable, accessible childcare that meets the needs of working parents.

I am very disappointed by the Ministers response as it seems to illustrate a disconnect between the lived reality for parents in Wales and the belief held by those in power, which therefore does not provide much hope for any positive changes going forward.

I would hope that the Petitions Committee might reflect on the reality parents are facing and give some indication of a positive change in future policy?

Gill Byrne  
Petitioner

# Agenda Item 3.1

## **P-05-859 Provide Child Houses in Wales for Victims of Child Sexual Abuse**

This petition was submitted by Mayameen Meftahi, having collected 227 signatures.

### **Text of Petition**

The child house concept is based on best practice learned from the USA and Scandinavia. Recognising the vulnerability of the child victim and the harm caused to the child by multiple interviews, the child house uses a child-friendly response to child sexual abuse (CSA).

In the UK, 2 child houses are available in the city of London, in Wales there is none.

As a child, you do not know who and where to run to, you do not know that there is any support available, if we can offer Child Houses across the UK, we can save children.

Continuation of Refuges for Domestic Violence, there should be Child Houses for children suffering child sexual abuse.

We know that many children who are suffering child abuse will at some point try and escape, they will want to free themselves, but they have nowhere to go. They will be returned back home, back into the arms of their abuser.

Providing a safe house, that is child-friendly, that can open the way for disclosure and safeguarding.

In Iceland, the 'Barnahus' model has been in place since 1998, and offers in one place, forensic interviews, making court statements, medical examinations and access to therapeutic services. We should make this available like we do a domestic violence refuge. Since the Barnahus model was established in Iceland, the number of child victims of CSA coming forward for help has more than doubled per year, indictments have tripled, and convictions have doubled. This is enough evidence to show they are crucial.

Not only should we be providing child houses, but we should continue this

with educating children that these options are available. Please join us in the Campaign to address this issue and let's make a push for the Welsh Government to provide a Safe House in Wales, we surely cannot expect children to get to London, if they are even aware such houses exist. Sadly this is currently not the case.

### **Additional Information**

Our children need somewhere to run to, they need to be safe and they need to have access to the correct support to save themselves from the life sentence of child sexual abuse.

Please sign this petition and start to make movements!

### **Assembly Constituency and Region**

- Swansea East
- South Wales West

Julie Morgan AS/MS  
Y Dirprwy Weinidog Gwasanaethau Cymdeithasol  
Deputy Minister for Social Services



Llywodraeth Cymru  
Welsh Government

Eich cyf/Your ref P-05-859  
Ein cyf/Our ref JMSS/00976/22

Jack Sargeant MS  
Chair - Petitions committee

13 October 2022

Dear Jack,

Thank you for your letter of 31 August to the Minister for Health and Social Services. I am responding on this issue as Deputy Minister for Social Services.

Your letter asks what considerations of the final evaluation of the pilot Child House in London have been taken, following our commitment to consider this, in response to petition P-05-859 Provide Child Houses in Wales for victims of child sexual abuse.

As you are aware the final [evaluation report](#) was published in June 2021. The report highlights the positive achievements of the operation of The Lighthouse project. I note that in summary the evaluation suggests:

*Exploring impact triangulated across a range of data – compared to a BAU; Lighthouse delivered more, had more positive wellbeing outcomes, had more positive investigative actions but no difference in terms of charges or convictions. Cost data indicated that Lighthouse was more expensive than the BAU but may be able to generate a more positive financial return over a long time period.*

I am advised that the current work being developed in Wales has been usefully informed by learning at The Lighthouse. I am confident that the approach being taken in Wales is the right approach, with a clear central focus on child-centred, trauma informed services for child victims of sexual abuse.

As the First Minister and myself have set out in the past, the geography of Wales and the number of children who need this service means that having a single 'Childhouse' in Wales would not be in children's best interests. Our concern is that investment in a single location for a service of this kind would mean that some children would have to travel great distances to receive support.

Canolfan Cyswllt Cyntaf / First Point of Contact Centre:  
0300 0604400

Bae Caerdydd • Cardiff Bay  
Caerdydd • Cardiff  
CF99 1SN

[Gohebiaeth.Julie.Morgan@llyw.cymru](mailto:Gohebiaeth.Julie.Morgan@llyw.cymru)  
[Correspondence.Julie.Morgan@gov.wales](mailto:Correspondence.Julie.Morgan@gov.wales)

Rydym yn croesawu derbyn gohebiaeth yn Gymraeg. Byddwn yn ateb gohebiaeth a dderbynnir yn Gymraeg yn Gymraeg ac ni fydd gohebu yn Gymraeg yn arwain at oedi.

We welcome receiving correspondence in Welsh. Any correspondence received in Welsh will be answered in Welsh and corresponding in Welsh will not lead to a delay in responding.

The Welsh Sexual Assault Services Programme is an improvement project led by the NHS Wales Health Collaborative working with the health boards, police, Police Crime Commissioners and in partnership with the specialist third sector. The programme is driving delivery of child/person centred services to ensure the best outcomes for victims of sexual abuse and violence, with the victim voice at the centre. Health boards, police forces, Police and Crime Commissioners, in partnership with the third sector, have agreed a service model for the delivery of sexual assault referral services in South Wales, Dyfed Powys, Gwent and North Wales. The model will provide a more integrated service that is driven by the needs of victims and patients and supports the provision of services that meet clinical, forensic, quality and safety standards and guidance, and ensures robust governance arrangements. Colleagues in the NHS Wales Health Collaborative continue to engage with officials from across the four nations, and there is also ongoing engagement with the team at The Lighthouse.

At the same time, the Welsh Government is funding [Traumatic Stress Wales](#) (£1.2million annually) with the aim to improve the health and wellbeing of people of all ages living in Wales at risk of developing or with post-traumatic stress disorder (PTSD) or complex post-traumatic stress disorder (CPTSD).

The initiative covers children, young people and adults, and is co-produced, co-owned and co-delivered by all relevant stakeholders, including people with lived experience of PTSD and CPTSD. A key focus of their work is to improve access to effective and evidence-based therapies for people who have experienced traumatic events – supported through research and quality improvement work to address gaps in knowledge, capacity and capability – and to improve the health and wellbeing of people of all ages living in Wales at risk of developing or with PTSD or CPTSD. Education and training, research and development, clinical audit and improvement methodology are being used to drive a continuously learning and increasingly effective system.

Traumatic Stress Wales have a number of different workstreams, focussing on sexual assault, criminal justice, forced migrants, perinatal, adults, young people, and assessment and outcomes.

The Sexual Assault Workstream is an all-Wales group, comprised of people who provide and work within Sexual Assault Referral Centres, along with other services that provide care and support to people who have experienced sexual trauma. The aim of the group is to develop effective trauma care pathways across all health and third sector providers, that are joined up and integrated across services. They are doing this by working in partnership across health services, voluntary organisations and statutory services. They are developing competency frameworks that will support training initiatives for frontline staff as well as for the delivery of trauma therapies. The chair of the Sexual Assault workstream is also the lead for the Welsh Sexual Assault Services programme in the NHS Wales Health Collaborative.

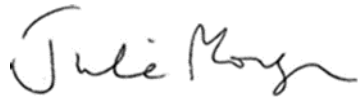
Other developments in Wales include the recent publication of the new [Trauma-Informed Wales Framework](#) developed by Traumatic Stress Wales and the ACEs Support Hub. This all-society Framework aims to support a coherent, consistent approach to developing and implementing trauma-informed practice across Wales, providing the best possible support to those who need it most.

Welsh Government is currently working with Traumatic Stress Wales and the ACE Support Hub to develop an implementation plan for the framework. This will consider what further work is required to support roll out of the framework, and this could include additional work

with services which support those who are victims of child sexual abuse to work in a trauma-informed way.

I hope that the Committee is assured that the work set out above is clearly directed at creating a system where children who are sexually abused can get the right support, in the right place and at the right time.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Julie Morgan'.

**Julie Morgan AS/MS**  
Y Dirprwy Weinidog Gwasanaethau Cymdeithasol  
Deputy Minister for Social Services

# Agenda Item 3.2

## **P-06-1294 Don't leave metastatic breast cancer patients in Wales behind**

This petition was submitted by Tassia Haines, having collected a total of 14,106 signatures.

### **Text of Petition:**

People living with metastatic breast cancer (MBC) in Wales are being badly let down by the system. Currently, Wales has just one dedicated secondary breast cancer clinical nurse specialist (CNS), a situation that leaves potentially hundreds of people without adequate support. We need to know how many people are living with MBC to improve services. And we want improve quality of life outcomes by raising awareness of MBC red flag symptoms.

### **Additional Information:**

We are calling for:

1. Every person with Metastatic breast cancer (MBC) in Wales to have access to a dedicated secondary breast cancer clinical nurse specialist.
2. A collection of data of those living and being treated for MBC in Wales.

We have written an open letter to the Minister for Health and Social Services on behalf of metastatic breast cancer patients and their carers to show the need for improved quality of life and more support for those living with MBC.

### **Senedd Constituency and Region**

- Aberavon
- South Wales West



Eich cyf/Your ref P-06-1294  
Ein cyf/Our ref EM/02910/22

Jack Sargeant MS  
Chair, Petitions Committee  
Senedd Cymru  
Cardiff  
CF99 1SN

14 October 2022

Dear Jack,

Thank you for your letter of 3 August regarding a petition (P-06-1294) for improved metastatic breast cancer care.

I am committed to improving cancer outcomes and care in Wales. Our approach has been set out in the Quality Statement for Cancer. This includes the expectation that the cancer workforce is planned to meet forecast demand, specifically clinical and medical oncology, cancer nurse specialists, medical physics and therapeutic radiographers. We are working with the NHS through its planning and accountability processes to ensure this is the case.

My expectation is that cancer services are planned and delivered in line with professional standards. We have set out in a series of nationally optimised pathways, what should happen when a patient enters a cancer pathway. People presenting with metastatic breast cancer should be supported by a multi-professional team with specialist nursing input as needed. Everyone presenting with cancer should receive holistic needs assessment to ensure they have the support they need. However, it is for health boards and trusts to allocate their available workforce according to their population need.

It is not the Welsh Government's role to specify which conditions should benefit from dedicated specialist nursing support. I am very conscious that any cancer can metastasise, and access to specialist nursing in this circumstance is not an issue that is confined to breast cancer. It is important that services are equitable for people with different cancers and making commitments regarding metastatic breast cancer cannot come at the expense of supporting all those living with any cancer.

Bae Caerdydd • Cardiff Bay  
Caerdydd • Cardiff  
CF99 1SN

Canolfan Cyswllt Cyntaf / First Point of Contact Centre:  
0300 0604400

[Gohebiaeth.Eluned.Morgan@llyw.cymru](mailto:Gohebiaeth.Eluned.Morgan@llyw.cymru)  
[Correspondence.Eluned.Morgan@gov.wales](mailto:Correspondence.Eluned.Morgan@gov.wales)

Rydym yn croesawu derbyn gohebiaeth yn Gymraeg. Byddwn yn ateb gohebiaeth a dderbynnir yn Gymraeg yn Gymraeg ac ni fydd gohebu yn Gymraeg yn arwain at oedi.

We welcome receiving correspondence in Welsh. Any correspondence received in Welsh will be answered in Welsh and corresponding in Welsh will not lead to a delay in responding.

Health Education and Improvement Wales is leading the development of a national workforce plan for nursing to achieve a more sustainable nursing workforce. This plan will enable a targeted approach to workforce solutions in identified priority areas. A core element of developing the nursing workforce plan is the mapping and analysis of the current nursing workforce. This will improve intelligence around the current allocation of the nursing workforce. I look forward to receiving a draft plan at the start of 2023 and would encourage stakeholders to take part in the engagement and consultation processes to contribute their views on the development of specialist nursing for cancer.

I also recognise that a key part of the issue is the lack of accessible data on metastatic breast cancer care, which could be used to improve service planning and delivery. This is one of the reasons why I was happy to provide additional funding to the national clinical audit programme, to introduce an audit of primary and secondary breast cancer care. This audit is due to commence next year and will provide insights into the care received by people with breast cancer to support improved service delivery. I understand the latest Cancer Patient Experience Survey will also provide results relating to metastatic disease. In addition, the new cancer information system that is being introduced to replace the Cancer Network Information System Cymru will have enhanced functionality that will allow better routine use of data relating to metastatic cancer.

I hope this information is helpful to your Committee's consideration of the petition.

Yours sincerely,

A handwritten signature in blue ink, appearing to read 'M. E. Morgan'.

**Eluned Morgan AS/MS**

Y Gweinidog Iechyd a Gwasanaethau Cymdeithasol  
Minister for Health and Social Services

# Agenda Item 3.3

**P-06-1289 Agree 105 day occupancy, not 182 days, to distinguish holiday let businesses from second homes**

This petition was submitted by Linda Davies, having collected a total of 3,332 signatures.

**Text of Petition:**

As part of its tax policy to limit the number of second homes, Welsh Government wishes to better distinguish between legitimate furnished holiday lets and second homes. The draft Order, despite contrary advice from its own consultation, raises the level of occupancy required for business status from 70 to 182. This is unachievable for most FHLs, which will either close or be reclassified as second homes as a result. We propose a threshold of 105 days, a 50% rise, in line with HMRC definitions.

**Additional Information:**

Wales Tourism Alliance, UK Hospitality Cymru and the Professional Association of Self Caterers have gathered evidence from c.1500 small Welsh businesses to show the damaging unintended consequences to Welsh livelihoods and communities of a 182 day threshold. It indicates that it will not achieve its policy intention of limiting second homes, but that it will reduce the number of local Welsh businesses. The report and supporting body of evidence supporting this petition can be found at [https://www.pascuk.co.uk/wp-content/uploads/2022/04/UKH.WTA\\_.PASC-BoE-1500-080422.docx](https://www.pascuk.co.uk/wp-content/uploads/2022/04/UKH.WTA_.PASC-BoE-1500-080422.docx)

The draft Order is the Non-Domestic Rating (Definition of Domestic Property) (Wales) Order 2022.

**Senedd Constituency and Region**

- Montgomeryshire
- Mid and West Wales

**P-06-1289 Agree 105 day occupancy, not 182 days, to distinguish holiday let businesses from second homes - Petitioner to Committee, 07 October 2022**

I attach a further document for the Committee's attention, which arrived just a day or two ago.

We commissioned an *informal* peer review of the Welsh Government's consultation process and supporting EM and RIA, as we had grave concerns about the robustness of the process which led to the making of the Order introducing the 182-day threshold. Depending on the contents, the response would form the basis of a request for a formal review.

As you will see, the concerns appear to be justified. The attached was prepared by two recently retired civil servants (Grade 6) with extensive experience of policy and legislation development in DCLG (particularly housing) and Cabinet Office; it is an England & Wales civil service operating to common standards. Correspondence to the Permanent Secretary is now being prepared on the back of this.

The document speaks to the quality of policy making and opens up areas for further scrutiny which have not yet been examined in the Senedd. We hope that this is of interest.

Many thanks

Suzy Davies

**Notes on correspondence and documentation relating to the Non Domestic Rating (Definition of Domestic Property) (Wales) Order 2022**

Caveats

- Comments made are based on information available. There may be other publications which have not been seen which contain relevant information
- We have no knowledge of the specific rules around the work conducted by the Welsh Government, which may well be different from the UK Government. However, the flaws identified beg the question why the people of Wales should be subject to much poorer policy making than the people of England.

Headline conclusions

We have been through the detailed questions and answers in the correspondence. There is little point reiterating the detail, but some very clear key points emerge.

- 1) Setting out the problem to be solved

The correspondence states the Explanatory Memorandum sets out the purpose and intended effect of the legislation. But neither it nor the consultation does this in a way that goes beyond a statement in a manifesto pamphlet. At the point at which policy is translated from headline statement to legislation and putting it into operation it requires much more rigorous justification.

*Merely saying “we also recognise the impact that higher numbers of second homes and self-catered holiday lets can have on local housing markets and on the sustainability of local communities, particularly in areas where properties are not occupied for parts of the year. We want to ensure that all home owners and businesses make a fair contribution to the communities in which they own or let property. That is why we are reviewing the arrangements for the local taxes, council tax and non-domestic rates.” is not sufficient. There should be visible and sourced material in the RIA to underpin these assertions. There are not. To make a case for intervention – especially fiscal intervention – there should be a bare minimum of supporting data and analysis.*

In England, civil servants are required to follow the Treasury Green Book when putting together the case for a policy intervention – even a proposal in a manifesto. The Green Book sets out how to prepare options appraisal and applies to all proposals that concern public spending, taxation, changes to regulations, and changes to the use of existing public assets and resources. It is key in how to make the business case for government interventions and operationalising public policy. The most basic requirement is a clear understanding of the existing arrangements, the business needs (related problems and opportunities), and the potential benefits, risks, constraints and dependencies associated with the proposal. None of that is visible in the documents we have seen.

## 2) Data/Evidence

The correspondence and RIA are both littered with statements saying there is no data demonstrate the problem (bar the Brookes report, which the author states is limited in scope) and no evidence to show what impact the changes would have. We are actually shocked by how poor a response this is.

Firstly, why isn't there data on things like the housing markets, trends in second homes and self-catering, economic contribution of tourism broken down by place. This kind of basic data should be available and prayed into their case?

Secondly, they seem to conflate data with evidence, but even where data is limited, in any decent policy cost/benefit analysis by the civil service in England, it is possible to do very thorough and sophisticated modelling/scenario planning through in-house or even external statisticians.

Thirdly, this is hardly an issue that affects only Wales. What national and international research has been done on the effectiveness of different tax interventions on housing markets (not least because housing markets are notoriously difficult to affect through policy intervention)?

Interestingly, the one area they appear to have done some modelling work is on the increased costs – and subsequently local authority income – within their chosen policy scenario. But this too is very limited to cash based costs without any real analysis of broader economic effects.

### 3) Income generation vs housing solution

It is quite clear from the RIA that this policy is about income generation for local authorities and not support for local people trying to access the housing market, despite claims to the contrary in the policy statements. There is one line in the RIA which states “It is not possible to predict how many permanent homes may be made available or whether they would be affordable to locals.” So there is no evidence at all for this. Interestingly, there is no suggestion they have done any behavioural analysis on this. (The former Cabinet Office Behavioural Analysis Unit has been privatised and could easily do some work on this).

On the basis that this is therefore an income generator for local authorities, we would expect there to be a basic analysis of what is meant by “fair contribution” and how this marries up between taxation and the wider economic benefits of tourism income.

### 4) Impact assessment(s)

The RIA is extremely poor and would not be of an acceptable standard in the civil service in England. The fact that the three options chosen for consideration do not include the option supported by the majority of the consultees is nothing short of breathtakingly arrogant. If the government is sure of its chosen option it should be able to include that middle option and set out its advantages and disadvantages without fear. The fact the government hides behind the lack of data

means it is essentially saying the least favourite option is chosen because of their own incompetence.

But the RIA is even worse in its impact 'analyses'. To describe the disadvantages of their chosen policy without exploring the impact on small and medium sized businesses in a tough market with tight margins is staggeringly irresponsible. How many people that lose SBRR or move to Council Tax will lose their business as a result? We actually can't believe this isn't covered at all.

Equally dismissive is the RIA in terms of Equalities Impact. Essentially saying we don't know how many women or pensioners rely on this income so we don't care. It is NOT acceptable in terms of equalities impact to simply say they have as much chance as anyone else of meeting the new criteria. They should at a minimum explore how many people will suffer if they don't. At the very least they could model it eg, if someone is on a state pension supplemented with let income for the current number of days how much would they lose if they lost the NDR.

#### 5) Consultation

The technical consultation is woefully inadequate. If this were being done by the civil service in England, a technical consultation would be expected to be a consultation on the regulations, setting out in detail the likely costs of the chosen policy and be based on evidence. As it is about a change to the tax base they would be expected to have a full impact assessment, and full economic impact assessment and a full equalities impact assessment.

It only asks 8 questions - two of which are about the clarity of the terminology and two about the impact on the Welsh language. Anything less than 15 -20 questions in a technical consultation is very poor.

In fact only a total of 13 questions in both consultations have been asked which, for a significant change to a tax base affecting a major economic sector in the country, is extraordinarily weak.

#### 6) Review clause

The Minister states that it is not routine practice to build in a formal review. Regardless of routine, the point of reviews is to allow a reassessment in the event of a policy change. Nowhere is this more needed than when the evidence base for a policy change is very limited. Given the lack of data and evidence in this case, it seems like a prime candidate. She states that the impact will be monitored by officials. If these are the same officials who are unable to put together

a decent evidence base policy we would have little faith that they have the capacity to monitor impact adequately.

### Conclusion

In short, the reply from the Welsh Minister relies heavily on the consultations, the Explanatory Memorandum and Regulatory Impact Assessment. Each of these is incredibly weak and deeply flawed. There is no robust identification of the problem, no robust data, evidence or analysis supporting an intervention, and no indication that any consideration has been given to the responses to the consultation.