

Agenda – Public Accounts and Public Administration Committee

Meeting Venue:	For further information contact:
Hybrid – Committee Room 5 Ty Hywel and video conference via Zoom	Fay Bowen Committee Clerk
Meeting date: 17 October 2024	0300 200 6565
Meeting time: 09.15	SeneddPAPA@senedd.wales

Private pre-meeting (09.00 – 09.15)

Public meeting (09.15 – 11.05)

1 Introductions, apologies, substitutions and declarations of interest

(09.15)

2 Papers to note

(09.15 – 09.30)

2.1 Letter from the Permanent Secretary to the Chair regarding the timeline for updating Managing Welsh Public Money

(Pages 1 – 2)

2.2 Response from the Cabinet Secretary for Economy, Energy and Planning to the Chair of the Culture, Communications, Welsh Language, Sport, and International Relations Committee regarding Cardiff Airport

(Pages 3 – 6)

2.3 Response from Amgueddfa Cymru to the Committee's report regarding the scrutiny of its accounts for 2021–22

(Pages 7 – 57)



2.4 Response from Sioned Evans, Director General, Education, Culture and Welsh Language Group, Welsh Government to Audit Wales regarding its report on the Governance of Fire and Rescue Authorities

(Pages 58 – 60)

2.5 Welsh Government response to the Committee's report regarding Building Safety in Wales

(Pages 61 – 70)

Break (09.30 – 09.35)

3 Public Appointments: evidence session with Welsh Government

(09.35–11.05)

(Pages 71 – 97)

Tim Moss, Director General, Chief Operating Officer – Welsh Government

Dom Houlihan, Director, People and Places – Welsh Government

Research brief

Paper 1 – Welsh Government

4 Motion under Standing Order 17.42 (ix) to resolve to exclude the public from the remainder of this meeting

(11.05)

5 Public Appointments: consideration of evidence

(11.05–11.25)

6 Forward work programme

(11.25–11.45)

(Pages 98 – 109)

Paper 2 – Forward work programme

7 Audit Wales: Active Travel

(11.45–12.05)

(Pages 110 – 163)

Paper 3 – Audit Wales report

8 Scrutiny of Accounts: Amgueddfa Cymru 2021 – 22: consideration of evidence

(12.05–12.25)

(Pages 164 – 171)

Paper 4 – Welsh Government response



Dr Andrew Goodall
Ysgrifennydd Parhaol
Permanent Secretary

Mark Isherwood MS
Chair, Public Accounts and Public Administration Committee
Welsh Parliament
Cardiff Bay
CF99 1SN

3 October 2024

Dear Mr Isherwood

Timeline for update of Managing Welsh Public Money

Please find an update on the timeline for updating Managing Welsh Public Money. This was raised as Recommendation 20 in PAPAC's Scrutiny of Accounts Report for the Welsh Government 2021-22.

The original recommendation and our original response is below.

Recommendation 20:

The Welsh Government should provide information to the Committee about the timetable for updating Managing Welsh Public Money, along with an indication of when it is expected to be published.

Accept:

Welsh Government is aware of the importance of Managing Welsh Public Money and the need for it to be updated. However, it is a lengthy and complex document where much of the underlying guidance has changed significantly over the last few years. We are currently considering the resourcing implications and will provide the Committee with a further update before the summer recess.

Update – July 2024

We have very recently identified resource to support the team in undertaking the update to Managing Welsh Public Money. This piece of work is in its initial planning stage and we will provide the Committee with a more detailed timetable for the update to MWPM in September 2024.



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Update – September 2024

Given the resourcing implications we have previously noted we are currently working with the new Director of Finance to identify those essential elements within Managing Welsh Public Money that require an immediate update and these will be prioritised. As chapters get updated in MWPM they will be issued. In a slightly slower timeframe, we will undertake a comprehensive review of the entire document. We hope this piece of work will be completed by December 2025.

Yours,
Andrew Goodall

Dr Andrew Goodall

Ysgrifennydd Parhaol/ Permanent Secretary
Llywodraeth Cymru/ Welsh Government



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Delyth Jewell MS
Chair – Culture, Communications, Welsh Language, Sport, and International Relations
Committee
Welsh Parliament
Cardiff Bay
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CF99 1SN

2 October 2024

Dear Delyth,

INTERNATIONAL STRATEGY AND CARDIFF AIRPORT

Thank you for your letter of 20 August to the First Minister and the then Cabinet Secretary for the Economy, Transport and North Wales regarding the Welsh Government's international strategy and Cardiff Airport. I am responding to you as I am now the Cabinet Secretary responsible for Cardiff Airport.

Firstly, please accept my apologies for the delay in replying, which is related to the need to formally confirm new Ministerial portfolios to the Senedd prior to communicating in my new capacity.

As you know, on 22 July, the then Cabinet Secretary for Economy, Transport and North Wales issued a statement which set out our proposed future strategy for Cardiff Airport. The statement can be found here: [Written Statement: Cardiff Wales Airport – long term strategy \(22 July 2024\) | GOV.WALES](#)

Following the Statement, the Welsh Government submitted its referral to the Subsidy Advice Unit (SAU), part of the Competition and Markets Authority (CMA) on 15 August 2024. The SAU acknowledged receipt of our submission is currently preparing its report which will be published this week on 2nd October. The approach set out, using subsidy investment to maximise Cardiff Airport's economic potential, is our current preferred option for supporting the Airport in the long term.

Once we have received the CMA's report, I will deliberate on its findings with Ministerial colleagues prior to a final decision on the future subsidy package. Once we have made a final decision on what form any investment package should take, I will update the Senedd

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accordingly. The CMA referral process will not conclude formally until the Welsh Government has published its final subsidy proposal on the relevant transparency database and subsequent 30-day window for any potential challenge has closed. With the formal process still underway, I am limited in what I can say about the final shape of any investment into the Airport.

I have set out below what I can say at this time in relation to your questions. I must also point out that should the Welsh Government proceed with the subsidy investment as planned, much of the detail behind the strategy will be of a commercially confidential nature and will remain so even after the CMA process has concluded. To release such information would place Cardiff Airport at a very significant disadvantage when negotiating for potential new business. It may also expose the commercial positions of businesses linked to the Airport.

As set out in the Written Statement, the strategy aims to build on the Airport's unique strengths with two main objectives:

- attracting and growing aviation and aerospace businesses linked to the Airport
- a targeted programme of air service development, with a focus on passenger connectivity to a small number of global air hubs and economic centres of importance to Wales

Maximising the economic benefits that Cardiff Airport can bring to Wales has been at the heart of our proposed strategy for the future of the Airport. It is an economic subsidy that sees the Airport as a catalyst for generating new jobs and increasing economic activity in its hinterland, as part of the aerospace cluster. Whilst we envisage a growth in direct employment and GVA contribution from the Airport itself, we also expect significant benefits for the wider related economy, for example at the nearby Bro Tathan business park. The Welsh Government International Strategy references the South East Wales Aerospace and Defence Sector cluster as one of its Magnet Projects.

International connectivity is an integral element to enable future economic growth and as such, the core aims of the Welsh Government's International Strategy formed an important part of our thinking. In developing the proposed approach to supporting the Airport in the long term, my officials have worked closely with their colleagues from across the Welsh Government, including those in International Relations and Trade. The intentions around air route development are to improve connectivity to regions of economic importance to Wales, reflecting the regions of the world referenced in the International Strategy. This includes the Middle East & Asia, Europe, and North America/Canada. I am not in a position at this time to identify a specific routes or individual destinations as it will be for the Airport executive team, who are responsible for the commercial operation of the Airport and who lead on those commercial negotiations, to seek to secure the best possible arrangements with airlines that serve these regions. I have agreed that the Airport should consider a small number of targeted routes focused on attracting inbound tourism and foreign investment. If the Welsh Government's international priorities change, I am confident that Cardiff Airport will be required to flex its approach accordingly, so long as its activities remain within the parameters of the final subsidy package that emerges from the CMA referral process.

As outlined in the recent Written Statement, we have acknowledged the policy tensions between owning an airport, the significant economic benefits the Airport can deliver for Wales and our need to address the climate emergency. The proposed strategy for the Airport aims to

encourage the development and local adoption of more sustainable aircraft propulsion technologies and to reduce carbon emissions from the Airport's infrastructure.

I would like to take this opportunity to address a misunderstanding regarding a claim that the Airport has missed a net zero target. Under the terms of the Rescue and Restructure grant, the Airport was required to provide a commitment by 31 March 2023 to becoming carbon neutral, which it has done. The target was not to achieve carbon neutrality by 2023.

Cardiff Airport is committed to reducing its carbon footprint and I am pleased to advise the Committee that the Airport has reduced carbon emissions from its ground operations by over 60% in the last four years, from 1,700 tonnes to under 600 tonnes of CO₂ annually, with an aim to reduce this by a further 50% over the next five years. The Airport has also recently announced that it has added six new electric powered vehicles to its operational fleet which will be used across Cardiff Airport and St Athan Aerodrome by the car parks, security, airfield operations and bird control teams.

As specific examples of achievements in this area, the Airport has:

- Switched to entirely renewable and clean electricity sources;
- Had a heavy focus on recycling and is zero waste-to-landfill;
- Reduced its natural gas consumption by 30%;
- Replaced assets with modern and more energy efficient technology;
- Restricted ground running of engines during anti-social hours;
- Employed continuous descent operations for aircraft on approach, promoting noise abatement;
- Encouraged twin engine aircraft to taxi with one engine;
- Introduced a replacement programme of LED lighting; and
- Continued to reduce plastic consumption with its partners.

The proposed long-term strategy will enable the Airport to continue on its path to net zero. The Airport is working on updating its Environmental Flight Path which it will publish once the future route to funding has been confirmed following completion of the CMA process.

On the subject of Qatar Airways, the Airport executive team is leading on the commercial negotiations with the airline regarding the resumption of the Doha service. It would not be appropriate for me to comment further while those negotiations are still underway, other than to say that I would very much welcome the resumption of the route when the time is right for both the Airport and the operator.

Cardiff Airport is a wholly owned subsidiary of the Welsh Government, operated at an arms-length as a private limited company. It operates in an independent and commercial manner and is liable for its own actions and any issues arising from the running of its business. Ministers do not intervene in the Airport's day-to-day commercial operating matters. It will therefore be for the Airport executive team, with appropriate scrutiny from WGC Holdco Ltd, to decide how, on a commercial basis, they deliver on the Welsh Government's strategy. It is my intention that Holdco will play a more prominent role in the governance, challenge and scrutiny of the Airport going forward. Once the future strategy has been confirmed I will ensure that appropriate success metrics and governance arrangements are put in place to monitor the Airport's performance against its economic objectives.

With regard to budgets, decisions on annual allocations of funding to the Airport will be considered in context of the specific investment opportunities that have been secured by the Airport executive team and will be considered alongside other priorities for spending across the Welsh Government. Any expenditure on the Airport will of course be subject to the outcome of the CMA process.

I hope that the Committee finds the information within this letter of help.

Yours sincerely,

A handwritten signature in black ink that reads "Rebecca Evans." The signature is written in a cursive, flowing style.

Rebecca Evans AS/MS

Cabinet Secretary for Economy, Energy and Planning
Ysgrifennydd y Cabinet dros yr Economi, Ynni a Chynllunio

CC: First Minister of Wales;
Chair of the Public Accounts and Public Administration Committee;
Chair of the Climate Change, Environment and Infrastructure Committee; and
Chair of the Economy, Trade and Rural Affairs Committee.

By email

4 October 2024

Annwyl Gadeirydd / Dear Chair

PAPAC Scrutiny of Accounts: Amgueddffa Cymru 2021-22

We thank the Committee for its report on the Amgueddffa Cymru accounts 2021-22 and would like to take the opportunity to update members on the recommendations which refer to the Museum.

Recommendation 1.

Amgueddffa Cymru should ensure that all future Financial Reports are laid in both English and Welsh before the Senedd, concurrently, in the future, regardless of whether they are laid within the specified statutory window for doing so.

Amgueddffa Cymru will ensure that Audit Wales receives both Welsh and English versions at the same time so that they are laid before the Senedd in both languages concurrently – as they are on Amgueddffa Cymru's own website. As noted in the framework document, Auditor General Wales is responsible for laying the report before the Senedd.

Recommendation 2.

Amgueddffa Cymru should provide the Committee with a copy of their updated grievance policies, highlighting how these have changed since the time of the original grievances raised by the former Director General and former Chief Operating Officer. Amgueddffa Cymru should explain the reason for any amendments and set out further information on the process of amending the policies.

Where Amgueddffa Cymru updates such policies, it does this in conjunction with its Trade Unions in accordance with its social partnership duties.

Amgueddffa Cymru has introduced an Early Resolution section to its grievance procedure to support both informal and formal intervention to avoid the need to enter the grievance process. This approach has been agreed with our Trade Unions and the new procedure published on our intranet (see Appendices 1-1C which also outline Amgueddffa Cymru's mediation process.) The policy encompasses staff, Trustees and the Chief Executive to ensure the museum can engage in a range of resolution approaches and provide early resolution to any disagreements and disputes. The draft policy was shared with the Welsh

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Government Sponsored Bodies Team and amended following their feedback. We have also had the opportunity to feed into the Welsh Government's own relevant policy development.

Recommendation 9.

Amgueddfa Cymru should set out any recommendations from the Tailored Review panel that are “no longer under consideration” and set out why this is the case.

Since the Tailored Review report was published, Amgueddfa Cymru has worked to support the implementation of the 77 recommendations. At the beginning of the process, each of the recommendations was assigned to an appropriate division and project leads were identified to consider and undertake their implementation. A Task and Finish Group has been established – comprised of Trustees, the Senior Executive Team, key staff members and Welsh Government representatives. The group oversees and tracks the progress made against each of the recommendations.

As of 1st September 2024, 22 recommendations are considered complete or require no further action. One recommendation - to remunerate trustees - is to be reconsidered by the Board in March 2025. When considered by the Board in Spring 2024, it was felt that it was not timely to initiate a process to remunerate trustees when the organisation was working through a 10.5% budget cut and a redundancy scheme was extant. The Board however wished to return to this recommendation in one year's time, given the impact remuneration might have on attracting a more diverse selection of trustee candidates (Appendix 2.) 38 recommendations are considered business as usual and will be captured through our committee structure. 17 recommendations require additional work and further consideration - for example producing a business case to outline their delivery feasibility. Progress against these 17 recommendations continues to form part of the Task and Finish Group and they are considered monthly.

Recommendation 11.

The Committee asks Amgueddfa Cymru to explain how it is managing the reduction in its staff to meet the budget shortfall, including providing information about, and a copy of, its workforce strategy or plan. Amgueddfa Cymru should also explain how the organisation anticipates its workforce will look following the cuts in staffing.

After the reduction to its budget was announced in November 2023 and noting that 80% of costs within the organisation are staff-related, the Museum sought approval from Welsh Government to deliver a voluntary severance scheme. Full approval for both a compulsory and voluntary scheme was given in mid-February. It was necessary for the Museum to

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deliver a full restructure by April 1st 2024 to produce a balanced budget and to avoid having to make deeper cuts by going into the new financial year without having identified the full savings. Welsh Government made funding available to cover the costs of any redundancies made by the end of the financial year. The Museum established a change programme entitled, 'Shaping our Future' to oversee a staff restructure, a reduction in operating costs, and a focus on increasing the profitability of income-generating activities.

Most of the staff reductions were made by April 1st, but the process is still underway in some front of house and visitor experience teams. Changes to these teams have been complicated by the need to change operating arrangements to reduce costs.

In establishing the 'Shaping our Future' change programme, the Senior Executive Team identified the following principles to guide and inform decision making. These principles were supported by the Board of Trustees:

- focus on core purpose;
- reduce in size to deliver with excellence;
- provide learning and visitor experiences through relevant collections;
- deliver long-term financial sustainability;
- create an environment that is agile in practice, policy and thinking;
- be a truly 'national' museum;
- do it big to do it once',
- limit the requirement for redundancies

The Museum has also used the Shaping our Future process to ensure that the museum has a fit-for-purpose structure with a clear set of agreed priorities that all departments will deliver against. These priorities will strengthen the visitor experience and place the emphasis on the national collection - both of which are at the heart of what we do. Changes have been made to Amgueddfa Cymru's divisional structure to deliver this, with the new structure as follows: Collections and Research; Experience, Learning and Engagement; Finance and Resources; Priority Programmes, and Relationships and Funding.

The Amgueddfa Cymru Leadership Forum has engaged with teams across the Museum to identify non-critical activities implement a 'stop, start, do different' model. This will both achieve efficiencies and enable our reduced teams to focus on the most critical areas of work for the future of Amgueddfa Cymru.

We are now in phase two of the Shaping our Future programme. This has three workstreams:

1. **Ways of Working** - which is looking to enable the Museum to create a more involving, participative culture with confident decision making and creative collaboration at its heart.

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2. **Collections** - which is exploring ways in which the Museum can capitalise on the breadth and richness of the national collection to generate more income.
3. **Review and Learn** - given the very constrained timetable within which we had to deliver the changes, a group of colleagues from within the Museum is peer-reviewing the process to identify whether any corrective action may be required and where lessons could be learnt for the future.

All three workstreams actively involve staff from across the museum and from all grades. Trade Union representatives are being engaged within the process. A copy of the workforce plan is attached in Appendix 3.

Recommendation 12.

Amgueddfa Cymru should provide information about its voluntary severance scheme. This should include the criteria for assessing applications to ensure that requisite skills and experience are being retained by the organisation, as well as the anticipated cost and savings, together with the timetable for its completion.

To deliver the budget cut in revenue Grant in Aid of 10.5%, Amgueddfa Cymru worked closely with its Trade Union partners and with staff to implement its voluntary severance scheme in time for the new financial year. The scheme was funded by Welsh Government. It delivered the necessary savings and presented an opportunity to refine roles to be more aligned with our strategic aims.

During the process, which had to take place in less than three months to recognise the full year's savings from April 2024, consideration was given to whether roles needed to be modernised, amended to enable Amgueddfa to be better equipped to face the museum's future needs, or were no longer needed. The Museum also identified those roles critical to Amgueddfa Cymru's operations that needed to be safeguarded and maintained. This was against the priority areas mentioned above and based upon assessment by Directors and Heads of Departments collectively. Roles were defined by the following criteria:

- Deleted.
- Amended (opportunity to do differently).
- Retained.

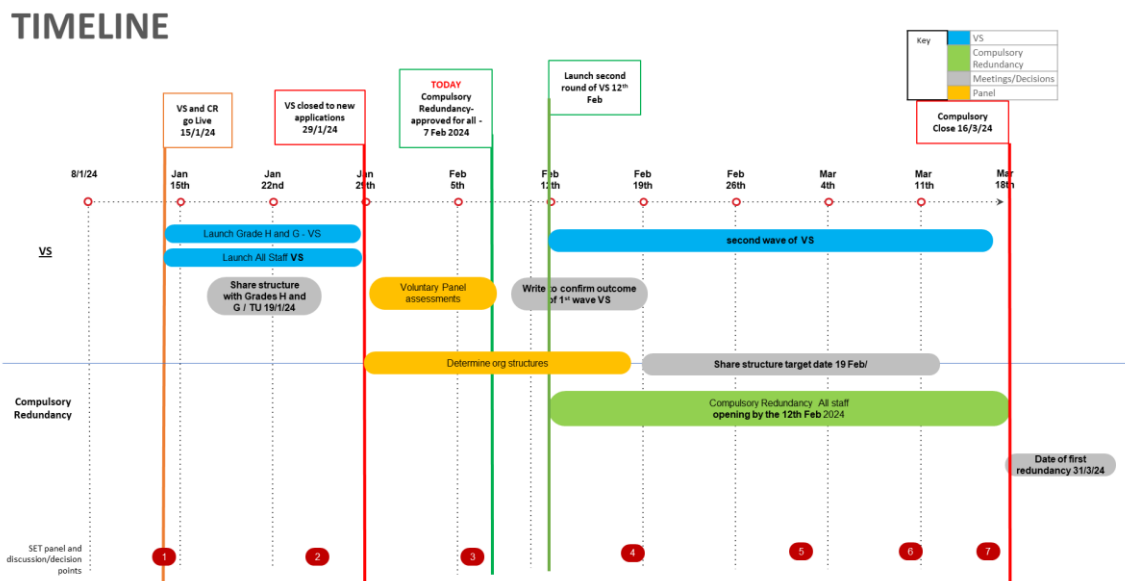
All roles were considered within the context of the agreed priority areas to understand whether there was potential to change (do differently and / or to modernise the job description to meet future needs) or to be deleted. Where a role was seen as critical to future needs, it was retained and remained in the sheet unchanged. Assessment was on roles rather than individuals. Any new roles created acted as suitable alternative roles to avoid redundancies.

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The voluntary severance scheme launched in late January 2024 for senior staff grades G and H. By doing so, certainty was given to those making decisions on future structures and potential changes to the senior leadership positions. This empowered leaders to lead on shaping the teams with directors. A wider voluntary severance scheme to all staff was opened in February, running alongside a compulsory scheme. This period of intensive consultation involved team and one-to-one discussions. Despite the very tight timescale, many hundreds of hours of consultation were undertaken during the restructure process. Applications for voluntary severance were considered against future needs, the skills and experience of the individual and/or whether the loss of an individual or role would impact on the ability to deliver core activity. (Appendix 5, guidelines for assessing voluntary severance applications and Appendix 6 – voluntary severance Q&A] Where the consultation identified better, alternative ways of achieving the cost reductions required, these suggestions were adopted. To date, there have been no compulsory redundancies.

The three-month timetable for the initial steps of Shaping our Future to deliver the savings within the 23/24 financial year was:



Following Shaping our Future, the Museum has moved from a net deficit position to a balanced budget.

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Cadeirydd | Chair – Kate Eden
Trysorydd | Treasurer – Hywel John FCA
Prif Weithredwr | Chief Executive – Jane Richardson

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Recommendation 13.

Amgueddfa Cymru should set out the arrangements being put in place to support staff wellbeing and, in particular, if additional support, specific measures or arrangements are being provided during this challenging period.

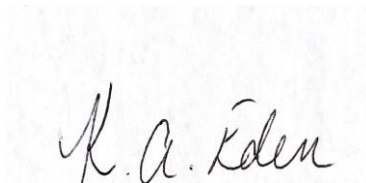
The wellbeing of its staff is vital to Amgueddfa Cymru. In addition to existing support, the museum also put additional services in place. Staff were therefore able to access:

- Existing support systems including our trained mental health first aiders;
- outplacement support to assist with coaching;
- occupational health;
- EAP counselling support for mental health wellbeing and financial management support;
- bespoke counselling through BACP;
- 1-2-1 coaching for individual staff with identified coaches;
- open staff forums with the Chief Executive/ senior leadership team with the facility to anonymised questions to enable free and open discussion about concerns;
- CV and personal statement drafting sessions both internally and with external support;
- retirement and financial planning workshops;
- react sessions and training to access external retraining and childcare;
- pensions support and workshops;
- bike scheme;
- discount with gyms; and the
- introduction of a disconnect hour to encourage work / life balance

We thank the Committee for its support of Amgueddfa Cymru.



Jane Richardson
Chief Executive



Kate Eden
Chair

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Appendices

Appendix 1 – Early resolution procedure

Appendix 1B – Agreement to formally mediate

Appendix 1C – Example of output of a mediation agreement

Appendix 2 – Tailored review summary

Appendix 3 – Workforce Plan for Shaping our Future

Appendix 4 – Example template for assessing voluntary severance

Appendix 5 – Guidelines for assessing voluntary severance applications

Appendix 6 – Voluntary severance Q&A

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Appendix 1

Amgueddfa Cymru

Early Resolution Procedure

See also the Welsh version entitled Gweithdrefn Datrys Cynnar. All employees can request that meetings are held in their preferred language of English or Welsh.

1. About this Policy

Amgueddfa Cymru is committed to creating a positive working environment and understands that good working relationships have a positive impact on staff wellbeing, engagement, and visitor experience. We recognise there may be occasions where an employee may wish to raise a concern, disagreement or where there is a conflict in connection with their employment.

The Early Resolution Process (ER) is a policy and procedure that is put in place to help resolve concerns, conflicts, and disagreements that an employee raises with us about their personal employment circumstances, informally and at an early stage. This procedure does not apply to concerns you might have about third parties, including any whistleblowing concerns. (Please see the Whistleblowing Policy and Procedure.)

This procedure is not contractual and may be amended at any time.

Amgueddfa Cymru will endeavour to pursue any early resolution in the language of the employees' choice. Simultaneous translation will be used for instances whereby two individuals cannot proceed in the same language.

Why have an ER policy

ER is a less formal, less time-consuming and potentially this offers a more cost-effective way of resolving internal disputes. It can also provide staff with the opportunity to discuss and agree when and how their dispute will be resolved.

It is also a way of resolving issues before they involve third parties such as legal advisors and potentially tribunal cases. We are keen to ensure all staff and Board members have the opportunity to resolve issues at the earliest opportunity and remain engaged with Amgueddfa Cymru.

Who does this Policy apply to?

This policy applies to all employees, including Directors, chief Executive and include the Chair and Board of Trustees.

2. Responsibilities and purpose

Focusing on early resolution is good for all involved, our employees, our organization, visitors and our culture.

We ask that all employees seek to resolve concerns informally in the first instance, wherever possible.

It is expected that all those entering into ER fully participate in the process. Amgueddfa Cymru will support employees to work together to resolve issues and conflict constructively and quickly.

All parties should clearly outline what resolution they want to achieve. Amgueddfa will not consider monetary settlements as a means of resolving disputes.

3. Resolution

We are committed to fostering mutual respect and understanding with and between all our staff. We are all responsible for our relationships, our behaviours and how we relate to others, taking time to listen, recognize and value each other. This is even more important when we experience a conflict or dispute in the workplace.

We recognize that conflict in the workplace is not uncommon, and when it is managed well it can lead to healthy, resilient, and positive relationships and harmonious workplaces.

When conflicts or disputes do happen, we will foster a culture and a workplace where all parties can engage with each other constructively and safely. We aim to support staff and managers to work together to resolve any disputes and conflicts informally, constructively, and speedily, wherever possible.

ER offers a collaborative process of dispute resolution that balances the rights of the parties with their interests and needs; it brings the core principles of dialogue and mediation to the forefront of dispute resolution and encourages collaborative and constructive resolution at every stage of a dispute or disagreement.

Any dispute should be treated in a fair and consistent way and dealt with quickly and supportively.

This policy is intended to resolve concerns, conflicts, and disagreements, including allegations of bullying and harassment, where appropriate. For bullying and harassment complaints also refer to the Dignity at Work Policy and our Code of Conduct.

4. Principles

Focusing on resolution is a positive way of resolving differences based on 5 core principles:

Dialogue – building dialogue between people to help them to resolve differences, disputes, conflicts, and complaints.

Fairness – giving all employees access to a fair and dignified approach to managing differences, disputes, conflicts, and complaints.

Mutual Respect – recognises that concerns, conflicts, and disagreements can be challenging, and we enter them with a respectful approach to work towards a lasting resolution.

Collaboration – we actively encourage the parties in a dispute, conflict, or complaint to work together to identify, agree and implement a shared solution.

Timelines – we will seek to resolve all workplace disputes, conflicts and complaints in a timely manner and will avoid any unnecessary delays.

A resolution that is secured by the parties themselves is more likely to be successful for all parties than one that is imposed which can result in one side perceiving that they have won and the other perceiving that they have lost.

5. Application of Early Resolution Policy

This policy and procedure are aimed at seeking constructive and lasting solutions to problems or issues at work. It places responsibility for the resolution of conflicts directly with the people involved. To assist resolution, we will provide such support, as required. Although we recognize that most disagreements can be resolved quickly and informally through a discussion with colleagues or line manager, sometimes we need support from others to make this happen and this is when the RE policy would apply.

We believe that a resolution that is secured by the parties themselves is more likely to be successful for all parties than one that is imposed which can result in one side perceiving that they have won and the other perceiving that they have lost.

6. How Resolution Works

6.1 A resolution meeting.

If you have a concern or problem at work, it should first be informally discussed with the colleague or line manager. If it cannot be resolved through a discussion with a colleague or line manager, you should request a resolution meeting with your line manager and a representative from HR. Where the concern relates to your line manager, or you feel unable to speak to your manager you should speak **informally** to a more senior manager, and/or a member of HR. You may wish to inform your Trade Union that you are seeking informal resolution through ER.

The manager will arrange to meet with you.

The purpose of the meeting is to provide you with an opportunity to:

- Outline your concerns and provide details.
- Discuss what your thoughts are around the resolution you're seeking.
- Discuss and explore the options available, which could include:

6.2 A facilitated conversation.

A respectful **facilitated conversation** between the two parties, involving a facilitator who can support the dialogue between the parties. After an initial

meeting with each party, the facilitator meets with both parties where they can discuss the issue and find a way forward that works for them.

This would normally be without any formal agreement and supported internally by those who have undertaken training to act as a facilitator.

If this is not effective or not thought to be potentially effective, individuals may seek to have a more formal approach to mediation with an agreement that specifies the outcome and commitment by each party.

6.3 Mediation informal and formal.

If facilitated conversations are not appropriate or unsuccessful, It may be appropriate for the matter to be dealt with by way of mediation, depending on the nature of the issue.

Mediation is a well-established, voluntary, confidential process for resolving issues between individuals, involving one or two impartial mediators who are trained to help those involved find and agree their own solutions. Mediation can be used at any time as a means of informal and formal resolution, including before or after any other process such as grievance or disciplinary.

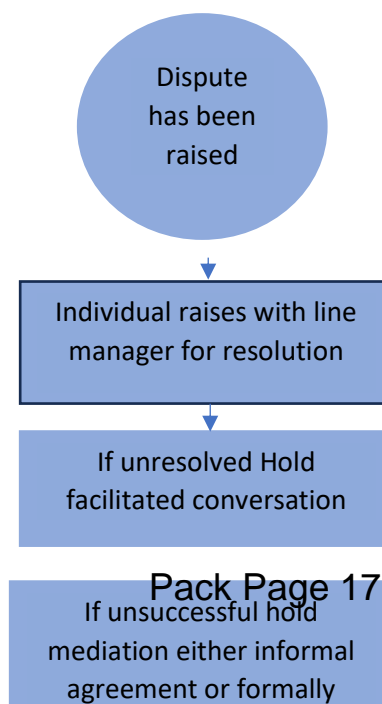
The mediation process normally takes around 1 to 2 days dependant on the complexity, including a preliminary meeting with each party.

The mediation can be supported by trained internal mediators or Amgueddfa may choose an external mediator for complex issues.

Mediation can be informal where trained mediators support the discussions and agreements or can be part of a more formal arrangement with pre and post mediation agreements, where parties sign up to the terms of that agreement. (see appendix 1 mediation agreement and example of mediation output agreement).

Where facilitated conversations and / or informal/ formal mediation/ have been unsuccessful or following an assessment of the facts, are deemed inappropriate, the formal processes may be invoked.

ER Process





Appendix 1B

AGREEMENT TO FORMALLY MEDIATE

(Normally using external mediator but may use trained internal mediator)

We agree to the following in relation to the formal mediation:

The Mediator

_____ will be the Mediator. The Mediator's role is as a facilitator. The Mediator acts in an impartial and neutral manner and does not give legal advice or make any findings or recommendations.

Mediation Process

The Mediator determines the procedure for the mediation. The Mediator will meet with the participants separately and jointly in order to develop the Mediator's understanding of each participant's view, and to facilitate mutual understanding and agreement between the parties. Private information given to the Mediator during such talks will be confidential unless the participant involved allows the Mediator to share the information with any other person.

Confidentiality

Information shared during mediation is treated in confidence and not shared more widely within the organisation.

This does not apply to any information which would have been admissible or disclosable in any legal proceedings, or information needed to implement any agreement from the mediation.

We may also be required to share information with Audit Wales as part of our audit process.

The participants agree that they will not call the Mediator to give evidence in any formal investigation, grievance, disciplinary, court action or other proceedings, nor ask to see the Mediator's notes.

Agreed outcomes

Any agreed outcomes or future actions emerging from this mediation may be recorded in a document signed by the participants as a record for

themselves and, if they all agree, as information for the organisation. The Mediator will assist the parties in the preparation of such a document.

Ending the Mediation

The mediation is a voluntary process, and the Mediator or any of the Participants may terminate the mediation at any time, but not before discussing this with the mediator.

Signed By

Party A: _____ Date: _____

Party B: _____ Date: _____

Mediator: _____ Date: _____

Appendix 1C

Example of outputs of a mediation agreement:

MEDIATION AGREEMENT

This agreement is between (name of staff Members) (Date)

1. (Names of parties) explained their mediation statements and explored the concerns they had each raised.
2. (Employee 2) affirmed their commitment to continue to adjust their personal behaviour towards (Employee 1), to make greater efforts to be less confrontational and to explain more clearly (and patiently) the logic behind Departmental decisions (give more details if appropriate).
3. (employee 1) recognised (Employee 2) authority as (Managers title) and their responsibility for management decisions.
4. (Employee 1) proposed adjusting personal behaviour towards (Employee 2) to be more robust and confident in his engagements.
5. (Employee 2) undertook to give consideration to the idea of establishing a management committee structure to support them in their efforts to manage change within the unit.
6. (Employee 2) said that they would find ways of delegating more actively.
7. Both (Employees named) acknowledged that the way in which the recent changes to the Department had been agreed was effective. (Employee 1) appreciated the fact that (Employee 2) had 'given him space' to conduct the (specific work) and that he had supported the work;
- 8 (Employee 2) complimented (Employee 1) on the manner in which they had conducted the (Specific work). They agreed that this process should as far as possible be replicated in future consultations over change.
9. This agreement will remain confidential to (Named employees) and both parties commit to xxxx

This agreement is entered into willingly between all parties, if there is a breach of the agreement this may be escalated to grievance or disciplinary processes as appropriate.

Signed _____

Date _____

Amgueddfa Cymru Tailored Review – Recommendations marked completed/no further action

No.	Recommendation	Theme	Lead Organisation	Responsibility	Status	Update
1	that WG acknowledges the good work AC does for Wales and is more proactive in promoting this.	Governance	Welsh Government	Welsh Government	Considered / No further action	On-going
3	that, consistent with the recommendations of the tailored review of the National Library of Wales and the review of Chartered Bodies, AC should continue to be incorporated by Royal Charter.	Governance	Amgueddfa Cymru	Amgueddfa Cymru	Considered / No further action	Recommendation #3 is completed - Royal Charter Status remains and will continue.
4	that AC remain a registered charity, existing for the public benefit.	Governance	Amgueddfa Cymru	Amgueddfa Cymru	Considered / No further action	Recommendation #4 is completed - Registered Charity Status remains.
8	that, in the short term, priority be given to harmonising appointment processes and building a robust, diverse skills and experience matrix to guide board recruitment rather than an early reduction in trustee numbers.	Governance	Amgueddfa Cymru	Welsh Government / Amgueddfa Cymru	Considered / No further action	Recommendation #8 is completed. WG/AC appointments processes have been harmonised as seen in recruitment rounds in 2023/24. A skills and experience matrix has been developed and is updated annually to guide board recruitment.

10	that the current balance of trustee appointments between WG and AC should continue to be the case.	Governance	Amgueddfa Cymru	WG / AC	Considered / No further action	Recommendation #10 is completed – the current balance of trustee appointments will remain.
12	that remuneration of trustees be supported, subject to Charity Commission approval, as part of a range of measures to encourage a diverse range of applications for trustee vacancies.	Governance	Amgueddfa Cymru	WG / AC	Considered, recommended not to proceed – revisit in March 2025	ARC and Board considered recommendation #12 in March 2024, remuneration was not felt to be appropriate during a time of budget cuts but would be reconsidered in March 2025.
14	that the President title is replaced by that of non-executive chair, as permitted in the Statutes, and the Vice-President title by that of vice-chair.	Governance	Amgueddfa Cymru	WG	Completed	Recommendation #14 is complete.
17	that, for future appointments, the paid head of AC should be entitled Chief Executive and appointed on a fixed term, renewable basis.	Governance	Amgueddfa Cymru	Board	Completed	Recommendation #17 is complete. CE position is fixed term, renewable appointment.

20	that the board review its committee structure taking account of our advice. In particular, we advocate the creation of a finance committee to replace PPRC, a people committee, an infrastructure committee and an education and outreach committee, the appointment of an independent chair of ARAC and the replacement of ARC by separate nominations and remuneration committees, with the nominations committee, but not the remuneration committee, chaired by the chair of trustees.	Governance	Amgueddfa Cymru	Board	Joint PID [#20 #21 and #23]	Board approved a new committee structure based on Rec 20 in March 2024. ToRs for the new committees to be presented to Board Dec 2024 and new structure introduced from Jan 2025. The Treasurer will be replaced by another trustee as chair of ARAC from Jan 2025. That the Tailored Review recommendation to appoint one of the external independent Audit, Risk and Assurance Committee members as chair is not accepted as the chair of Audit, Risk and Assurance Committee should be a full member of the board and should be present for all board meetings and proceedings. This is not possible if an external member of Audit, Risk and Assurance Committee assumes the chair.
22	that a board secretary should be appointed with a contractual accountability to the chair and, via the chair, to the board for corporate governance.	Governance	Amgueddfa Cymru	AC	Completed	Governance now incorporated under new Head of HR and Governance role. Accountability line to Chair for corporate governance.
24	that, in the interregnum between new chair and CE appointments, the board and SET hold a workshop to learn lessons from recent events and rebuild their relationships.	Governance	Amgueddfa Cymru	ALL	Completed	Recommendation #24 is completed – workshop was held.

40	that there should be more clarity about the plans for and governance of the National Contemporary Art Gallery and the role of AC in those plans.	Partnerships and Relationships	Welsh Government & Amgueddfa Cymru	WG	Completed	Recommendation #40 is considered complete – governance structure for NCAGW presented to Board. Work is now BAU.
41	that the intention of WG to produce its culture strategy by the end of 2023 be welcomed.	Partnerships and Relationships	Welsh Government	WG	Completed	Recommendation #41 is considered complete.
45	that AC take advantage of Public Health Wales' willingness to work with it and of the forthcoming Framework for Social Prescribing in order to extend and improve its contribution to universal access.	Partnerships and Relationships	Amgueddfa Cymru	AC	Completed.	Amgueddfa Cymru has joined Public Health Wales' Hapus initiative as a strategic partner. The partnership will enable closer working relationship and collaboration on the social prescribing framework. Work is now BAU.
47	that AC reconsiders membership of the National Museum Directors' Council in the next financial year, in the light of our advice that membership is beneficial, with trustee involvement in the decision	Partnerships and Relationships	Amgueddfa Cymru	AC	Completed	Recommendation #47 is complete as membership has been renewed.

52	<p>that AC's range of policies relating to collections are in need of a significant revision to take account of its strategic objectives, and contemporary, pressing issues, including sustainability and climate change. Work underway to deliver a new Collections Development Strategy is welcome, and once approved, the strategy should be placed on the website to enhance accountability to the public for the national collection.</p>	<p>Contribution to Economy and Society (including Welsh Language and Culture)</p>	<p>Amgueddfa Cymru</p>	<p>AC</p>	<p>Completed</p>	<p>Collections Development Strategy approved by Board and publication on Website is imminent.</p>
54	<p>that the Rationalisation Policy be revisited in the light of our findings, located within the collections policy and be reviewed and updated at least every five years. The policy should consider deaccessioning in the widest terms, and through a lens of maximum public benefit and sustainability, including as this relates to collections accrued from outside Wales. The trustees of AC have a responsibility to ensure such policy is up to date and fit for purpose</p>	<p>Contribution to Economy and Society (including Welsh Language and Culture)</p>	<p>Amgueddfa Cymru</p>	<p>AC</p>	<p>Completed</p>	<p>Rationalisation Policy is reflected within the Collections Development Strategy, approved by Board. Current Policy is up to date and set for review October 2025.</p>

55	<p>that wider engagement, through loans and partnerships with local authorities and agencies with a cultural heritage remit, should be developed in the context of AC's strategic objectives, with a view to accepting that not all partnerships can have the level of depth and collaboration as some of its current, very successful partnerships. Programming outside AC locations should be developed over time and in line with resources.</p>	<p>Contribution to Economy and Society (including Welsh Language and Culture)</p>	<p>Amgueddfa Cymru</p>	<p>AC</p>	<p>Completed</p>	<p>Work being delivered via the National Contemporary Art Gallery project with loans and broader programming work taking place within partner galleries. A series of 11 artist commissions have been made with partners. Loans continue to be delivered with other museums across Wales, but these are dependent on resources. Considered completed and now BAU.</p>
57	<p>that learning and research continue to be core functions of AC activity and that accompanying strategies and policies be regularly updated within the context of the strategic plan.</p>	<p>Contribution to Economy and Society (including Welsh Language and Culture)</p>	<p>Amgueddfa Cymru</p>	<p>AC</p>	<p>Completed Joint PID [#33 #35 #36 #43 #45 #49 and #57]</p>	<p>Some changes have been made to the learning team through Shaping our Future with a reduction in the adult learning offer. The majority of the work will continue. Learning plans and strategies will be reviewed annually as part of the operational planning process and form part of the development of the organizational business plan. A number of significant research funding applications are being developed with partner universities and two will be submitted to AHRC. Considered complete and BAU.</p>

58	that the creation of new strategies enable the development of new metrics to measure progress and continue to improve reporting to stakeholders and the public.	Contribution to Economy and Society (including Welsh Language and Culture)	Amgueddfa Cymru	AC	Considered and Ongoing	Recommendation accepted. Impact Framework under development
60	that the new CE and/or chair can speak Welsh or there is an expectation to learn. As part of the recruitment process all candidates need to be tested on their attitude to the Welsh Language and their understanding of its importance to the culture and society in Wales.	Contribution to Economy and Society (including Welsh Language and Culture)	Amgueddfa Cymru	AC	Completed	Recommendation #60 is considered and completed.
75	that WG should consider providing funding to implement the changes (<i>as referred to in Rec 74, that the Library, Cadw, RCAHMMW and AC consider shared back office services</i>) on an invest to save basis.	Implementation	Welsh Government	WG	Considered and closed	Recommendation considered and closed. Invest to Save may not be appropriate for this use because the repayment model may not be preferable to grant funding.

Cyflwyniad Staff Cyllideb 2024/25 a Llywio ein Dyfodol

Staff Presentation Budget 2024/25 and Shaping our Future

- Yr Her
- Sut awn ni i'r afael â'r sefyllfa:
 - Cynyddu incwm
 - Lleihau costau
 - Dull
 - Strwythur
 - Egwyddorion
 - Ymddygiad
 - Amserlen

- The Challenge
- How we will address it:
 - Growing Income
 - Cutting Costs
 - Approach
 - Structure
 - Principles
 - Behaviours
 - Timetable

Yr Her / The Challenge

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- Toriad o 10% yn ein cyllideb = £3 miliwn
- Pwysau cylchol yn ystod y flwyddyn o £1.5 miliwn (codiad cyflog, chwyddiant a masnachol)
- Mae angen ychwanegu rhai rolau yn ôl i'r strwythur
- Angen gwneud £4.5 miliwn o arbedion cylchol
- Risg o fwy o doriadau flwyddyn nesaf
- Budget cut of 10% = £3m
- Recurring in-year pressure of £1.5m (pay rise, inflation and commercial)
- Some roles need to be added back into the structure
- Total recurring saving needed of £4.5m
- Risk of further cut next year

Cynyddu incwm / Growing Income

- Gwneud y mwyaf o ffrydiau incwm presennol (siopau, digwyddiadau)
- Trwsio pethau sydd ddim yn gweithio ar hyn o bryd (proffidioldeb arlwyyo)
- Cyflymu projectau incwm
- Edrych ar gyfleoedd newydd
- Cyflwyno gweithgareddau gwerth ychwanegol i brofiad yr ymwelydd
- Profi modelau codi tâl priodol
- Ymgyrchoedd codi arian mwy uchelgeisiol a hyderus
- *“Mae codi arian yn rhan o'ch swydd os ydych chi'n gweithio i AC”*
- Maximising current income streams (retail, events)
- Fixing things that don't work now (catering profitability)
- Accelerating income projects
- Exploring new opportunities
- Introducing added value activities to the Visitor Experience
- Testing appropriate charging models
- More ambitious, confident fundraising
- *“Fundraising is part of your job if you work for AC”*

Lleihau costau / Cutting Costs

- Rheoli arian i wneud arbedion (pensiynau, buddsoddiadau ac ati)
- Newid polisiau i leihau costau
- Dadansoddi costau sylfaenol safleoedd (rhent, cyfraddau, ynni ac ati)
- Trosglwyddo costau refeniw i gyfalaf
- Dadansoddi rhaglenni a gweithgareddau yn erbyn strategaeth 2030 a'n diben craidd
- Edrych ar le allwn ni gau swyddi gwag yn barhaol
- Edrych ar wahanol ffyrdd o ddarparu gwasanaethau, gan gynnwys partneriaethau
- Ystyried sut all technoleg ddigidol ein helpu ni
- Edrych ar strwythurau staff yn erbyn ein blaenoriaethau
- Managing money to make savings (pensions, investments etc)
- Changing policies to reduce costs
- Analysing basic costs of sites (rent, rates, energy etc)
- Transferring revenue costs to capital
- Analysing programmes and activities against strategy 2030 and core purpose
- Looking at where we can close vacancies permanently
- Looking at different ways of delivering services, including partnerships
- Considering how digital technology can help us
- Looking at staff structures against our priorities

Bydd angen i ni leihau costau tu hwnt i darged ein cyllideb er mwyn creu lle i ddod â rolau hanfodol yn ôl i'r strwythur.

We will need to cut costs beyond our budget target in order to create the space to bring some critical roles back into the structure

Sut wnawn ni hynny / How we will do it

- Gyda chyflymder
 - Ei weld fel cyfle
 - Bydd projectau sydd ddim yn cynhyrchu incwm nac yn cyflawni'r strategaeth yn dod i ben
 - Ceisio buddsoddiad ar gyfer gweithgareddau newydd sy'n cynhyrchu incwm
 - Dim ond defnyddio cyllid wrth gefn os nad oes dewis arall
 - Ceisio cymeradwyaeth i gynyddu hyblygrwydd ynghylch cynhyrchu incwm ac adeiladu cyllid wrth gefn
 - Lleihau cwmpas ein llythyr cylch gwaith
 - Creu rhaglen i gyflawni'r newidiadau: Llywio ein Dyfodol
- With pace
 - See it as an opportunity
 - Projects that don't generate income or deliver the strategy will be stopped
 - Seek investment for new income-generating activities
 - Only use reserves as a last resort
 - Seek approval to increase flexibility around generating income and building up reserves
 - Reduce the scope of our remit letter
 - Create a programme to deliver the changes: Shaping our Future

Sut rydyn ni am Lywio ein Dyfodol Approach to Shaping Our Future

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Incwm:

codi tâl, dulliau
masnachol a chodi arian

Income:

charging, commercial
and fundraising

AD a'r gweithlu:

polisiâu, trefniadau
cytundebol a
strwythurau

HR & Workforce:

policies, contractual
arrangements
& structures

Rhaglenni a gweithrediadau:

safleoedd/ystadau, oriau
agor, gweithgareddau i
ymwelwyr ac
effeithlonrwydd

Programmes & Operations:

sites/estate, opening
arrangements, visitor-facing
activities and efficiencies

Casgliadau:

caffael, benthyg,
ymchwil, storio a
chyfleoedd rhwng
casgliadau

Collections:

acquisitions, lending,
research, storage &
cross-collection
opportunities

Ein pwrpas:

caffael, benthyg, ymchwil, storio a chyfleoedd rhwng casgliadau

Purpose:

culture, values, brand & priorities

Egwyddorion / Principles

- Canolbwyntio ar ein diben
- Lleihau mewn maint i gyflawni gwaith rhagorol
- Rhoi profiadau addysgol a phrofiadau i ymwelwyr drwy gasgliadau perthnasol Sicrhau cynaliadwyedd ariannol tymor hir Creu amgylchedd sy'n ystwyth o ran arferion, polisi a meddylfryd
- Bod yn amgueddfa 'genedlaethol' yng ngwir ystyr y gair
- 'Ei wneud unwaith ond ei wneud yn fawr'
- Lleihau'r angen am ddiswyddiadau
- Focus on purpose
- Reduce in size to deliver with excellence
- Provide learning and visitor experiences through relevant collections
- Deliver long term financial sustainability
- Create an environment that is agile in practice, policy and thinking
- Be a truly 'national' museum
- 'Do it once but do it big'
- Reduce the requirement for redundancies

Ymddygiad / Behaviours

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Cydweithio
Collaboration

Hyderus, dewr a
chreadigol
Bold, brave and
creative

Bod yn hael gyda'n
hasedau

Be generous with
our assets

Meddwl am y
tymor hir a
chanolbwynti
o ar y dyfodol

Think long-
term and
focus on the
future

Cadw ymwelwyr
ar flaen ein
meddwl

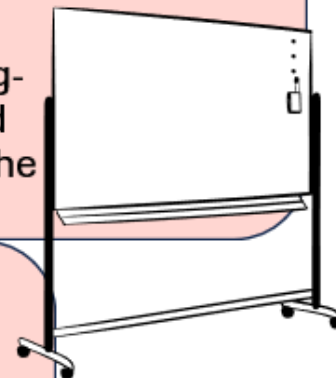
Keep visitors at
the forefront of
our thinking

Defnyddio data i
wthio
penderfyniadau

Use data to
drive decisions

Tryloywder a
hygrededd

Transparency &
Integrity

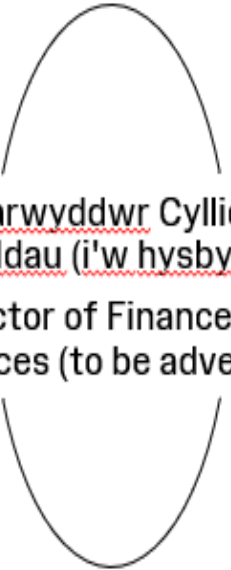


Amserlen / Timetable

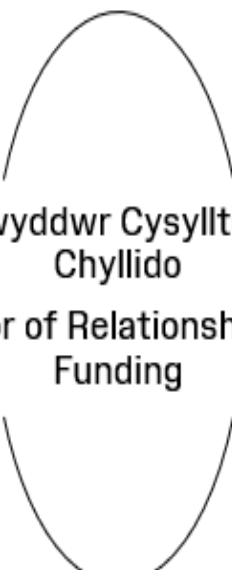
- Ailstrwythuro'r Uwch Dîm (wedi'i wneud)
- Sefydlu rhaglen 'Llywio ein Dyfodol' (wedi'i wneud)
- **Ionawr**
 - dadansoddiad o gyfleoedd i leihau costau a chynhyrchu incwm
 - cyfle agored ar gyfer ymddeoliad cynnar, diswyddo gwirfoddol
- **Chwefror**
 - adborth i staff ar ymarfer blaenoriaethu ac adolygu strwythurau staff
- Angen gweithredu'r rhan fwyaf o'r newidiadau erbyn 1 Ebrill
- Mae'n bosibl y bydd rhai mentrau tymor hirach yn cael eu datblygu drwy 2024 yn barod ar gyfer Ebrill 2025
- Senior Team Restructure (done)
- Establish 'Shaping our Future' Programme (done)
- **January**
 - analysis of cost reduction and income generation opportunities
 - open opportunity for early retirement, voluntary redundancy
- **February**
 - feedback to staff on prioritisation exercise and review of staff structures
- Majority of changes need to be implemented for April 1st
- Some longer-term initiatives may be developed through 2024 in time for April 2025

Strwythur Newydd / New Structure

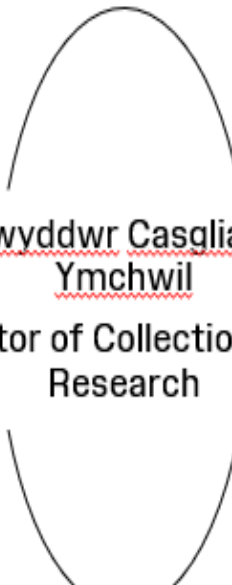
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Cyfarwyddwr Cyllid ac Adnoddau (i'w hysbysebu)
Director of Finance and Resources (to be advertised)



Cyfarwyddwr Cysylltiadau a Chyllido
Director of Relationships and Funding



Cyfarwyddwr Casgliadau ac Ymchwil
Director of Collections and Research



Cyfarwyddwr Profiad, Addysg ac Ymgysylltu
Director of Experience, Learning and Engagement



Cyfarwyddwr Profiad, Addysg ac Ymgysylltu
Director of Priority Programmes

Cofiwch pam ein bod ni yma

Remember why we're here

- Ysbrydoli pawb i ddysgu a mwynhau drwy gasgliad cenedlaethol Cymru.
 - Mae'r casgliad cenedlaethol yn perthyn i bawb yng Nghymru. Mae'n adnodd i bobl ei archwilio, ei brofi a'i fwynhau yn eu cymunedau, yn ein teulu o amgueddfeydd a'n ddigidol. Mae'n cynrychioli ac yn dathlu celf, hanes, gwyddoniaeth a diwylliannau amrywiol Cymru.
- Inspire learning and enjoyment for everyone through the national collection of Wales.
 - The national collection belongs to everyone in Wales. It is a resource for people to explore, enjoy and experience in their own communities, in our family of museums and digitally. It represents and celebrates art, history, science and the diverse cultures of Wales.

AMGUEDDFA CYMRU

Voluntary Severance Scheme

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Consideration of application VS2	Page 8 - 9

Voluntary Severance scheme

Due to budgetary pressures, Amgueddfa Cymru is currently contemplating redundancies. As a result, we are asking employees to consider whether they would like to volunteer to be considered for voluntary severance.

Employees who volunteer and are accepted for redundancy will be paid notice or required to work, and for those with over two years' service, they will receive one month's pay for every year of service, up to a maximum of 12 months.

As additional compensation, those volunteering will receive a further two months' pay as loss of office compensation.

Those above normal pensionable age (company pension age as specified in pension rules) will be paid notice or required to work their notice period. Additionally, those with over 2 years' service will receive one months' pay for every year of service up to a maximum of six months and months an additional 2 months compensation.

Those with less than two years' service will receive five weeks' notice, and one month for each year served and an additional one month's pay as loss of office compensation.

The process

The application window is open for 30 calendar days from 12 February 2024. A panel will review applications and consider if appropriate to accept the application or reject this on the grounds of:

- Key skills
- Knowledge
- Ability to reduce this area of work
- Opportunity to change, modernize or reduce the role

If, following voluntary severance, compulsory redundancies are necessary, we shall commence the consultation process with affected staff. However, as a first step, Amgueddfa Cymru would like to invite employees to consider if they wish to apply for voluntary severance.

The terms available to those with two years' service or more, who apply and are accepted for voluntary Severance are:

- 3-months' notice and for those with over two years' service, they will receive one month's pay for every year of service, up to a maximum of 12 months. This includes the statutory redundancy payment and an element of ex-gratia. They will receive an additional payment equivalent to 2 months pay as compensation.
- The first £30K of any redundancy payment is exempt from tax and NI. Notice and holiday payments are subject to normal tax and NI deductions.
- If you wish to be considered, you should apply using the [voluntary redundancy form](#) below and return it to HR@museumwales.ac.uk

- Those with less than two years' service will receive five weeks' notice, and one month for each year served and an additional one month's pay as loss of office compensation.
- Those above normal pensionable age (company pension age as specified in pension rules) will be paid notice or required to work their notice period. Additionally, those above normal pensionable age with over 2 years' service will receive one months' pay for every year of service up to a maximum of six months and months an additional 2 months compensation.

You should be aware that Amgueddfa Cymru reserves the right to decide whether to accept an employee's application for Voluntary Severance.

Any applications for voluntary severance are considered on an individual basis to determine if the application is supported, deferred or rejected.

After that process is concluded we will consider whether or not it is necessary to proceed with compulsory redundancies.

If you have any queries or need help or support, please do not hesitate to speak to your line manager or a member of the HR team.

We also have our employee assistance programme, which is provided by Vivup, who can provide counselling and advice. Their contact details are:

- <https://nmwales.yourcarewellbeing.net>
- 0800 023 9387

Application Form VS1

Application to be considered for voluntary severance

I [Employee Name] _____, holding the position of

[Job Title], _____, at Grade _____

Employee Number _____ wish to be considered for voluntary severance.

I understand that Amgueddfa Cymru - Museum Wales is not obliged to accept my application for voluntary severance.

No duress or coercion has been placed on me in making this application.

Other information to consider

Signed _____ Dated _____

Q & A

Scope & Eligibility

How will I know if I am eligible to apply for voluntary severance?

You will be advised through the consultation process. However, each request is considered on an individual basis.

I am employed on a fixed term contract. Can I apply for voluntary severance?

Yes, assuming you have accrued the required 2 years' service, the fact that your contract is not permanent will not prevent you from applying for voluntary severance.

I know I meet the eligibility criteria for voluntary severance, but I am currently on maternity leave from my post. Can I still apply for voluntary severance?

A Yes, as long as you meet the criteria, the fact that you are currently on maternity leave does not prevent you from making an application for voluntary severance.

I am currently working on a flexible retirement arrangement. Can I apply for voluntary severance?

Yes, as long as you meet the criteria for voluntary severance.

Is there an upper age limit to applying for voluntary severance?

No.

I am currently seconded from one post to another. If I apply for severance, which post will I be made redundant from?

If you are seconded to a different post and you apply for voluntary severance, it must be possible to release you from both your seconded and substantive posts in order to approve your application. You cannot apply for severance from your substantive post and then remain in your seconded post – if your application for voluntary severance is approved, you will no longer be employed by Amgueddfa Cymru in either role.

Making (and withdrawing) an application

I wish to apply for voluntary Severance. Is it sufficient to send an e-mail to the HR team to express my interest?

No, if you wish to apply for voluntary Severance you need to complete the above [voluntary severance application form](#).

How long will it take to receive confirmation of my voluntary severance?

This may vary. It is dependant on how many applications we receive. We are aiming to spend a week considering the applications once the scheme has closed.

What is the application process

You should fill in the above [voluntary severance form](#) within the time window which closes on 14 March 2024. We will then convene a panel of Directors to consider the applications and determine if they can support the application. If they cannot support the application, they will outline why they cannot.

HR will then be notified, and they will write to each applicant with the outcome to their home address. You will be required to confirm you still wish to pursue this route and sign the letter and return it, if you are approved. We will also provide a termination date.

If you are **not approved**, we will outline the reasons why in writing and send this to your home address.

Where an application for voluntary severance is not progressed or approved there is no right to appeal against this decision

If I make an application, at what point can I no longer withdraw from the scheme

If your application is approved your letter will outline your proposed termination date and your Severance payment. You will be expected to return a signed copy of the letter accepting the terms. Once this is received you will not be able to withdraw your request.

Will I be able to rejoin the museum after severance if a suitable post is advertised

No, you will not be able to be considered for reemployment for at least 24 months.

Is the Severance payment taxed?

Under normal circumstances, severance payments are not liable to tax if they do not exceed £30,000.

Consideration of application form VS2

Voluntary Severance/Early Retirement Panel Decision Form

Name		Site	
Division		Date VS is effective	
Job Title		Grade	

Panel considerations	
Has the post been identified as potentially redundant	
Can the post be deleted permanently	
Can the skills, experience and knowledge be easily replaced by other employees within the Museum without causing significant impact	
Can the post be potentially covered by another employee whose role may be at risk of redundancy	
Can the activities be absorbed by lower grades if the role was deconstructed	
Training implications – is upskilling of other staff required as a result of this role going.	
Will any required deliverables be impacted	

	Yr 1	Yr 2	Yr 3
Salary saving			
Cost of Severance			
Pension cost (if applicable)			
Gross Saving			
Salary/grade of new post holder (if applicable)			
Training costs			
Net cost saving			

Justification

Provide reasons for accepting/rejecting/deferring (examples- cost, essential service, skills, knowledge)

Any other comments/factors to be considered

Recommendation (please circle)		ACCEPT / REJECT
Signed		Date

Guidelines for Assessing Voluntary Severance Applications

The following guidelines are designed to assist in evaluating applications for voluntary severance. Each application should be considered based on its impact on Amgueddffa's strategic objectives, core purpose, operational efficiency, and future sustainability. Decision makers are required to use these criteria as a framework for informed decision-making.

1. Alignment with Strategic Goals and Business Needs

Key Question: Does the role directly support our strategic objectives and is it critical to our current and future business needs?

Yes: The role is integral to delivering on strategic goals or is directly tied to essential operations.

- Consider retaining the position but explore potential efficiencies and requirements to modernise.

No: The role may be peripheral to current strategic priorities or business objectives.

- Consider whether the position can be eliminated or modified without a negative impact on the organization.

Actions:

- Identify if the role is critical to core functions or whether the work can be redistributed.

2. Appropriate Grade Level and Scope of Responsibilities

Key Question: Is the role operating at the correct level with the appropriate responsibilities, or can it be modernised to enhance efficiency and effectiveness?

Yes: The role aligns with its intended level, with responsibilities matching current/future operational needs.

- Explore if minor adjustments could improve efficiency.

No: The role could be modernised, consolidated with other functions, or responsibilities may no longer be aligned with business priorities.

- Consider updating or restructuring the position to increase efficiency or adapt to new business models.

Actions:

- Evaluate whether the responsibilities are current, relevant, and reflect organisational priorities.

- Assess whether technological advancements or restructuring could streamline the role or remove the need.

3. Relevance and Need for Significant Change

Key Question: Is the role no longer relevant or requiring such significant change that the current post holder would be at risk of redundancy?

Yes: The position is outdated, irrelevant to the organisation's future direction, or priorities and / or requires fundamental changes that could lead to redundancy.

- Consider approving voluntary severance to support organisational restructuring.

No: The role is still relevant, and minor adjustments are sufficient to align with the organisation's evolving needs.

- Explore options for modifying the individuals' responsibilities. If the core competencies are not held then consider approving VS.

Actions:

- Assess whether the position is likely to become redundant due to shifts in strategy, technology, or operational priorities.

- Consider if a new role is required and can be funded by the deletion of the existing role.

Additional Considerations

- Impact on Teams: Evaluate how removing the position would impact team performance and overall business operations.

- Cost-Benefit Analysis: Weigh the financial implications of voluntary severance against potential long-term benefits, such as efficiency and cost savings.

- Succession Planning: Consider whether the post holder's departure would create a gap in leadership or expertise that needs to be filled.

Conclusion: When assessing voluntary severance applications, managers should prioritise roles that are misaligned with strategic goals, outdated, or could be modernised. Roles that are critical to the organisation's future success should be evaluated for potential improvements rather than immediate elimination. These decisions will help streamline operations while supporting the overall restructuring and modernisation of the organisation.

Voluntary Severance FAQs

Voluntary Severance Eligibility

Who can apply for voluntary severance?

The Voluntary Severance Scheme is open to all staff to apply in order to be considered, although it is not guaranteed that applications will be accepted. We will consider many factors including how many applications we receive and the cost that may be associated

Those with less than 2 years' service are eligible for a separate entitlement (see scheme rules).

Can I apply if I have already resigned, or given notice of intention to leave Amgueddfa?

No. If members of staff have given notice of their intention to leave and that has been accepted by Amgueddfa, they will not be accepted for voluntary severance.

Can I apply if I am on extended leave from Amgueddfa, for example on maternity, paternity, or adoption leave?

Individuals are still eligible to apply for voluntary severance if they are on maternity leave/parental leave/Adoption or extended leave

Voluntary Severance Applications

When will the Voluntary Severance Scheme open?

The scheme opened on 9th January 2024 for some groups and 12th for all staff .

When will the scheme close?

The scheme will close two weeks after opening, although consultations with those submitting applications will continue.

If I am interested, how do I find out more about voluntary severance and apply?

Staff who wish to apply can receive details of the scheme and how they can apply set out in the scheme rules ([link](#)). Staff can also discuss this confidentially with their line manager, or their HR Business Partner. If individuals have been informed that they are not eligible to apply, they will be unable to apply for voluntary severance.

If I apply, am I guaranteed voluntary severance?

No. Applications will be considered on the basis of Amgueddfa future requirements. This means that where an individual holds a critical skill or the loss of this person would impact on the ability to deliver core activity, the museum is likely to decline the application.

If I take voluntary severance, can I work for Amgueddfa Cymru in the future?

Colleagues who leave through voluntary severance will not be eligible to re-join the museum, in any paid capacity directly or indirectly (including agency or casual work) for a period of at least 24 months from the agreed leaving date. Any exceptions to this would need Board approval.

How will applications for the Voluntary Severance Scheme be considered?

Applications for voluntary severance will be considered on the basis of future needs, the skills and experience of the individual and/or whether the loss of an individual or role would impact on the ability to deliver core activity. A panel of senior managers will consider each application and assess on the criteria identified above.

How will I find out if my application has been successful?

Applications will generally be considered after the closing date on 26 January 2024, however, we will continue to discuss with individuals their application. VS will not be effective until after consultations have concluded, however, in some cases it may be possible to inform staff of the outcome of their application before this date.

What if I am unhappy with the outcome of my application?

If individuals are unhappy with the outcome of their application, they should discuss this with their HR Business partner. There is however no right of appeal against the decision.

At what point is the calculation for voluntary severance made?

The voluntary severance calculation is based on the contract of employment applicable at the planned termination date. Agreements will take into consideration annual increases, if these become applicable before a termination date. In all cases the drawing up of the agreement takes into account the circumstances of the applicant.

What is a Settlement Agreement?

A Settlement Agreement is an individual legal agreement made between the museum and an employee, setting out the terms of voluntary severance. It includes details such as the payments due and the agreed leaving date as well as confirming that the individual accepts the severance arrangements. Employees will need to seek legal advice before signing a Settlement Agreement. The amount provided for this advice, is up to £350 (plus VAT), and will only be paid by the museum once the Agreement has been signed. Trade Union representatives are often able to provide this legal advice. You should speak with your Trade Union representative to find out if this is possible.

What information do I need to include in the applicant's comments section of the VS application?

There is no requirement to provide comments in this section unless individuals would like to offer further supporting or contextual information about the reasons for their application. Information provided may be taken into account when applications are considered.

If I apply for VS but my application is unsuccessful, how will this affect my career prospects?

Any application made and not taken forward will have no impact on an individual's career. You have simply sought to exercise your right to apply for VS and there will be no negative impact on future career prospects. Your application will be kept confidential and shared only with decision making panels and HR colleagues who are managing the VS process.

I have applied for voluntary severance on a previous occasion, but my application was turned down. Does this mean that I will be turned down if I apply this time?

No. The circumstances surrounding each VS scheme are different and can change with time – just because you have been turned down on a previous occasion, it doesn't mean your application won't be successful this time. Applications will be considered on the basis of operational requirements, whether the skills, knowledge and/or experience of individual applicants should be retained by the Amgueddfa, and the potential costs to the Amgueddfa of accepting or rejecting individual applications.

If I apply for VS or express an interest and am accepted, can I then change my mind and withdraw my application before the settlement agreement is signed?

Yes, you will have an opportunity to discuss with your advisor to determine if you wish to proceed. Once the settlement agreement is signed you will not be able to withdraw your application.

What are the terms of the scheme?

The parameters of the voluntary severance package are as follows:

- Notice periods will either be worked, payment made in lieu of notice, or a combination of the two, as determined by the Amgueddfa
- Given that VS applications are at the request of the employee, the Amgueddfa will not consent to payment of any additional pension costs, or enhancement of pension benefits
- All Voluntary Severance payments will be paid inclusive of statutory redundancy provisions and will be subject to HMRC rules.
- All successful applicants will be required to enter into a legally binding settlement agreement with the Amgueddfa.

Will my severance payment be subject to any deductions?

The first £30,000 of your severance payment will not be subject to tax, National Insurance or pension deductions. Any amount over £30,000 will be subject to tax and National Insurance deductions, but not pension deductions. All payments as 'pay in lieu of notice' will be subject to tax and National Insurance deductions.

Will I be required to work my notice period? If not, what happens to my pay in lieu of notice and will it be taxed?

Individuals who leave on VS will either work their notice period or be paid in lieu of notice.

Each individual's contractual notice period is determined by the Amgueddfa terms and conditions of employment. Your notice (subject to successful application and offer of VS) will be provided to you by the Amgueddfa once a settlement agreement is completed, or when the decision to accept your application is formally confirmed in writing from HR

The notice period you are available to work will be the time between the date notice is served to you, and your leaving date. For the remainder of your notice period, you will be paid in lieu of notice. This element of your payment will be subject to the usual tax and National Insurance (NI) deductions as required by HMRC.

Would any future compulsory redundancy payment include pay in lieu of notice, or would I be expected to complete my notice period?

Compulsory redundancy payments are not inclusive of notice pay. In a compulsory redundancy situation, colleagues would either work their notice period or be paid in lieu.

Voluntary Severance - Next Steps

What will happen if there is insufficient take-up of the Voluntary Severance Scheme?

If there is insufficient take-up of the Voluntary Severance Scheme, then subject to consultation and in line with the principles agreed between the Amgueddfa and the trade unions, we will then consider the need to move to compulsory redundancy.

Am I entitled to a reference if I take voluntary severance?

Yes. If you require a reference for future employment, please advise HR when applying for voluntary severance. HR will provide a standard employment reference, as part of the Settlement Agreement, detailing length of service, posts held and key responsibilities.

Can I keep or purchase my Amgueddfa IT equipment?

No. IT policy and guidelines clearly state that all Amgueddfa devices must be returned. You can see full information at the [Link](#)
What outplacement support is available if I take VS?

Amgueddfa will offer all staff who accept VS the following:

- support in compiling CV's,
- counselling support via Vivup and Health Assured
- We will also be working with the job centre and other agencies to ensure we share opportunities
- Provide information on the React Plus [ReAct Plus | Working Wales \(gov.wales\)](#) for details of scheme or [Contact Us | Working Wales \(gov.wales\)](#) for appointments.
- Pensions and financial planning course

If I have questions, who should I contact

You should contact HR@museumwales.ac.uk who will arrange to either speak with you, put you in contact with the appropriate person to answer your questions or write to you with the answers you requested.



Llywodraeth Cymru
Welsh Government

Adrian Crompton
Auditor General for Wales
1 Capital Quarter
Tyndall Street
Cardiff, CF10 4BZ

9 October 2024

Dear Mr Crompton

Thank you for your report on Governance of Fire and Rescue Authorities published on 10 September.

Please find attached the completed Management Response Form which indicates that we accept in full the recommendation that Audit Wales has made to the Welsh Government

The Welsh Government has already undertaken some early engagement with Local Authorities, FRA Chairs and the SWFRS Commissioners on Fire and Rescue Service governance reform and we are considering the feedback we have received. We plan on further engagement with stakeholders in the next few months to inform our consultation proposals prior to undertaking formal consultation in 2025. Following consultation we plan to make the necessary changes to legislation in 2026 with implementation of new governance arrangements after that.

A key element of our considerations is to ensure Fire and Rescue Authority members have the appropriate skills, knowledge and expertise to undertake the role, and that arrangements are in place to keep this under review. We will also build into our considerations the recommendations made by the Senedd's Equalities and Social Justice Committee in their Report "Sound the Alarm".

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.

We will share our more detailed proposals with you in due course.

I am copying this letter to the Public Accounts and Public Administration Committee.

A handwritten signature in black ink, appearing to read 'Sioned Evans', with a long horizontal stroke underneath.

Sioned Evans,
Cyfarwyddwr Cyffredinol, Grŵp Addysg, Diwylliant a'r Gymraeg
Director General, Education, Culture and Welsh Language Group

Management response form

Report title: Governance of Fire and Rescue Authorities

Completion date: 7 October 2024

Document reference: [Governance of Fire and Rescue Authorities | Audit Wales](#)

Pack Page 60

Ref	Recommendation	Management response	Completion date	Responsible officer (title)
R1	<p>We recommend that the Welsh Government reviews the governance model to ensure that:</p> <ul style="list-style-type: none">the membership of fire and rescue authorities ensures appropriate knowledge, expertise and diversity to effectively discharge their governance roles; andthere are clear accountability arrangements to regularly evaluate the contribution of FRA members.	<p>We accept the recommendation. The Welsh Government is developing proposals for new governance arrangements for the fire and rescue service in Wales with plans to consult on these in 2025, with a view to introducing amended secondary legislation in 2026. The proposals will fully encompass the recommendation made by Audit Wales regarding FRA membership.</p>	<p>2025 - Consultation on proposals for FRS Governance Reform</p> <p>2026 – Secondary Legislation introduced.</p>	<p>Deputy Director, Community Safety Division</p>



Building Safety in Wales

**Welsh Government response to Public Accounts and Public Administration
Committee consideration**

03/10/2024

Summary

The Committee considered the Auditor General for Wales' report on building safety in Wales, which raises a series of issues that merit further examination and reflection by the Welsh Government. They made a series of recommendations for Welsh Government to progress. This document is the Welsh Government response to those recommendations.

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1. Introduction

The Public Accounts and Public Administration Committee made seven recommendations in the report.

- 1.** Welsh Government thanks the Committee for their scrutiny of the Auditor General for Wales' report on Building Safety in Wales. The recommendations have been considered with all recommendations either accepted or accepted in principle to accept all. The detailed response is below.
- 2.** Welsh Government would also like to note that since the issue of this report and the scrutiny session a further report has been produced on the findings of the [Grenfell Tower Inquiry](#) and as such Welsh Government will be taking these findings into account when proposing future actions in this area.

2. Recommendation 1

The Welsh Government should develop a national building safety workforce plan which is codified in a document that sets out its aim and aspirations for the sector. A copy of this national building safety workforce plan should be shared with the Committee, once available.

Response: Accept

Welsh Government are working with Local Authority Building Control (LABC) and WLGA to develop a workforce plan. The plan will be shared with PAPAC once complete.

3. Recommendation 2

The details of any further match funding for recruiting trainees for 2024-25, and beyond, should be shared with the Committee, along with details of the approach being taken by the Welsh Government to ensure that trainees remain within the industry, after their training

Response: Accept

Welsh Government are working with LABC to establish how many trainees would be needed to meet the requirements of the local authority workforce over the next few years (see response to Recommendation 1).

We are in regular discussions with LABC, to understand the incentives they have developed within the training contracts to encourage trainees to remain. The details of this work and any match funding will be supplied to the Committee once complete.

4. Recommendation 3

The Welsh Government should work with stakeholders in the building control sector to implement a nationwide scheme for the recruitment of trainees and apprentices, to ensure a consistency of approach across Wales. This national scheme could be coordinated by the Welsh Government and underpinned by the national building safety workforce plan

Response: Accept

Welsh Government are engaging with LABC and ABCA (Association of Building Control Approvers), and relevant stakeholders to take this forward as this work which will require a coordinated effort from all relevant bodies.

This project will be developed alongside the workforce plan.

5. Recommendation 4

The Committee requests that any work relating to models of collaboration, including regional hubs by the Welsh Government, Local Authority Building Control and the Welsh Local Government Association be shared with us, once it's available. When this is sent, the Committee would also like to learn more about how the Welsh Government intends to implement any proposals contained within the output of that work.

Response: Accept

Welsh Government are working with LABC to produce a report outlining options for regionalisation of the building control service in Wales. This will form part of the further conversations in relation to regionalisation to be undertaken between Welsh Government and WLGA.

6. Recommendation 5

The outcome of the review of the mixed market should be shared with the Committee once it's available, along with a statement of intent from the Welsh Government about any changes and reforms they wish to make to the system as a consequence. There should also be a consideration of whether a Scottish-style hub model, either as part of a mixed market or local authority approach, is beneficial and could be implemented in Wales.

Response: Accept

In addition to Recommendation 5, The Grenfell Tower Inquiry: Phase 2 Report recommends that the government appoint an independent panel to consider whether it is in the public interest for building control functions to be performed by those who have a commercial interest in the process.

Both recommendations look to consider the appropriateness of a mixed market approach to building control, and we will work with UK Government and key stakeholders to identify the most appropriate way to take forward both recommendations.

Future iterations of the workforce plan would need to take account of any decisions made following the conclusion of the mixed market review.

The outcomes of any mixed market review will be shared with the Committee once available

7. Recommendation 6

The Welsh Government should work with Welsh Councils to evaluate their fee-setting processes, to ensure they fully comply with the Building (Local Authority Charges) Regulations 2010, as well as the Chartered Institute of Public Finance and Accountancy's guidance, in light of the Auditor General's conclusion. Any work in this area should be shared with the Committee.

Response: Accept in principle

The Welsh Government will engage and communicate with the local authorities to remind them of their financial obligations in complying with the Building (Local Authority Charges) Regulations 2010.

8. Recommendation 7

The Welsh Government should monitor the implementation of the national performance framework for building control and building safety services and report back to the Committee on this in early 2025

Response: Accept

Welsh Government have designed a monitoring framework and standards but have yet to commence monitoring of the Local Authority building control teams. This is planned to commence during 2025.

Document is Restricted

Public Accounts and Public Administration Committee
Evidence Paper on Public Appointments
17 October 2024

Public Appointments in Wales

Public appointments in Wales refer to positions on boards and committees of Public Bodies which play a crucial role in the governance and oversight of various public services and institutions in Wales. These appointments are made by, or on behalf of, Welsh Ministers.

Regulated and Non-Regulated Public Bodies

For appointments, Public Bodies in Wales fall into two categories, regulated and non-regulated.

- Regulated Public Bodies fall under the oversight of the Commissioner for Public Appointments. The appointment process for these roles must follow the Governance Code on Public Appointments, which includes transparent recruitment processes, the involvement of independent panels, and public reporting on the appointment process.
- Non-Regulated Public Bodies do not fall under the Commissioner's remit and may have different levels of scrutiny. While the Welsh Government still seeks to apply principles of fairness and merit, the processes for these appointments may be less formalised, and there is greater flexibility in how they are managed.

Welsh Ministers are responsible for making appointments to 48 regulated public bodies in Wales which are detailed in the Privy Council, Order in Council (OiC). Following advice from officials, Welsh Ministers decide which Public Bodies should be listed on the OiC. Regulated Public Bodies are legally bound to follow the Public Appointments Code of Practice and are subject to scrutiny by the Commissioner for Public Appointments. Scrutiny and accountability for the performance of our Public Bodies, however, is a Welsh Government responsibility.

Welsh Ministers are responsible for making appointments to 52 non-regulated bodies which voluntarily adhere to the Governance Code on Public Appointments. These include advisory boards, industry and safeguarding boards and committees. Ministers may make appointments to other informal groups such as small, subject specific, task and finish advisory groups.

The Commissioner for Public Appointments

The Commissioner for Public Appointments, Sir William Shawcross CVO, oversees the appointments made to over 300 regulated public bodies by ministers in Whitehall and 48 by the Welsh Government. These public bodies are detailed in the Privy Council, [Order in Council](#).

The Commissioner provides assurance that public appointments are made in accordance with the 'Governance Code on Public Appointments'. This code sets out the principles and processes that must be followed, including requirements for open competition and the appointment based on fairness and merit.

The Commissioner's role is largely focused on compliance with individual government departments having responsibility for improving diversity within public appointments.

The Commissioner previously reported to PAPAC that 'contact (from Welsh Government) was out of proportion' for the number of appointments made in Wales. In 2023, we reported that processes had improved, and this has continued into 2024 with the level of contact now determined by the requirements of the Code. The Commissioner has requested an introductory meeting with the First Minister.

Public Appointments Team

The Public Appointments Team recently transitioned from the Chief Security Officer's division to the newly established Expert Resourcing Hub. The Hub serves as a centre of excellence for recruitment within the People and Places Directorate. The primary goal is to streamline the delivery of effective and efficient resourcing and recruitment services for our customers and align organisational priorities for improving equality, diversity and inclusion outcomes.

The Hub will enhance collaboration and broaden the knowledge base across functions, enabling the sharing of best practice and delivering of innovative solutions. The enhanced support will create a more effective working environment while aligning with organisational priorities.

Volume of Public Appointments

Between 17 July 2023 and 16 July 2024, the Public Appointments Team delivered 40 recruitment campaigns which resulted in 52 new appointments. Additionally, 21 reappointments were made to 9 public bodies and health boards.

Of the 40 campaigns, 5 schemes failed to appoint a suitable candidate. A review of these schemes found that the level of remuneration offered and very narrow requirements for the roles were contributory factors. Of the 5 schemes, 3 have since been filled through open advert and 2 are on hold.

Delivery of Priorities

Data Collection

Our new on-line recruitment system, Cais, captures a variety of different data sets allowing us to develop a robust baseline to inform our future approach to improving diversity within our public appointments. The data fields include gender, ethnicity, Welsh language skills, postcodes, socio-economic status, sexual orientation, religion, age, disability.

Equality, Diversity and Inclusion Outcomes

An initial analysis of the equality, diversity and inclusion data held on Cais can be found in **Annex A**.

Caution should be applied as numbers are based on applications and not individual applicants. It is therefore possible that some applicants applied to more than one advert, and each application would be counted separately. It is also important to note that some of the numbers included are small, particularly when relating to those who were appointed and to some minority groups.

Data gathered on the 48 **regulated** public appointments for the period 17 July 2023 to 16 July 2024 shows:

- **Gender:** Females had a higher success rate than males, with 60.0% of appointees being women, despite males constituting 49.1% of applicants.
- **Ethnicity:** Black, Asian, and Minority Ethnic applicants made up 22.3% of the application pool and 20.0% of appointees.
- **Disability:** Disabled applicants (18.9%) were underrepresented among appointees (10.9%).
- **Sexual Orientation:** Minority sexual orientation applicants made up 9.2% of the applicant pool, with 9.1% appointed, aligning with population statistics (7.6%).
- **Welsh Language:** Applicants with advanced Welsh-speaking skills had a higher success rate of appointments compared to non-speakers, with 27.3% of appointees being advanced speakers.
- **Regional Representation:** South-East Wales residents dominated the applicant pool for appointments (42.7%) and made up 56.4% of appointees.
- **Age:** The largest proportion of applicants and appointees were aged 40-64 years, making up 70.9% of those appointed positions.
- **Socio-Economic Background:** Applicants from lower socio-economic backgrounds constituted 41.8% of appointees

Diversity and Inclusion Strategy Training Programmes

In September 2023, the Welsh Government took over the diversity and inclusion strategy training programme from Chwarae Teg. Contractors Deep Insight and Afallen were appointed to form a consortium to deliver the remainder of the programme.

Between January and March 2024, the 'Deep Insight Consortium' delivered the training programmes listed below to disabled people and people from minority ethnic backgrounds identified as future leaders, with the aim of creating a robust pipeline of board members. Fifty-five people participated in the training across the 3 different programmes:

- Public leaders of the future, 6 days (two cohorts)
- Diversity and inclusion, 2 days (two cohorts)
- Board introduction, 3 days (two cohorts)

Senior Independent Panel Members (SIPMs)

In 2021, 13 SIPMs with diverse backgrounds were recruited from across Wales to join recruitment panels for some of the most significant public appointments, sharing their knowledge, expertise and experience to add value to the recruitment process.

Wales is the first UK nation to actively recruit SIPMs in this way, ensuring an independent perspective to the selection and appointment process.

This initiative continues to be an effective approach with 12 SIPMs currently engaged in the programme.

Mentoring and Shadowing

To further facilitate mentoring and shadowing opportunities for people from protected groups and to build a talent pipeline for the future, a job shadowing pilot programme launched in 2024. The programme provided short-term paid opportunities to 26 participants with protected characteristics.

The participants were matched to 23 boards across Wales and were afforded the opportunity to attend board meetings, contribute to items on the agenda, and engage in planned outreach work between March to August 2024.

Participants were selected from those who completed the Chwarae Teg 'Near Ready Leadership' and 'Public Leaders of the Future' training programmes, members of the Black TUC activists' group, and previous applicants for public appointments who were unsuccessful at the first stage of the selection process.

Annex A – Equality Diversity and Inclusion Data Analysis
(Data captured in Cais between 17 July 2023 and 16 July 2024)

Gender

Regulated

Gender	Applied	%	Interviewed	%	Appointed	%
Male	192	49.1	76	43.9	21	38.2
Female	173	44.2	92	53.2	33	60.0%
Unknown^	26	6.6	5	2.9	1	1.8
Total	391	100	173	100	55	100

Non-regulated

Gender	Applied	%	Interviewed	%	Appointed	%
Male	109	57.4	51	51.5	24	54.5
Female	71	37.4	45	45.5	19	43.2
Unknown^	10	5.3	3	3.0	1	2.3
Total	190	100	99	100	44	100

^ This is a combination of missing data and candidates who selected 'prefer not to say'

The data shows that for regulated appointments, although males constituted a slightly higher proportion of the application pool (49.1%) than females (44.2%), females tended to have a higher success rate throughout the selection process. Specifically, women constituted 53.2% of those interviewed and 60.0% of those appointed. In contrast, unregulated public appointments showed a male majority at all stages, with men comprising 57.4% of applicants, 51.5% of interviewees, and 54.5% of those appointed.

Ethnicity

Regulated

Ethnicity	Applied	%	Interviewed	%	Appointed	%
White	282	72.1	131	75.7	43	78.2
Black, Asian & Minority Ethnic	87	22.3	36	20.8	11	20.0
Prefer not to say	22	5.6	6	3.5	1	1.8
Totals	391	100	173	100	55	100

Non-regulated

Ethnicity	Applied	%	Interviewed	%	Appointed	%
White	162	85.3	86	86.9	39	88.6
Black, Asian & Minority Ethnic	19	10.0	<10	9.1	<10	9.1
Prefer not to say	9	4.7	4	4.0	1	2.3
Totals	190	100	99	100	44	100

- Figures under 10 have been suppressed to protect anonymity

The majority of applicants report their ethnicity as White, comprising 76.9% of those applying for regulated public appointments and 88.6% for unregulated appointments. For regulated appointments, Black, Asian and Minority Ethnic applicants made up 22.3% of the initial application pool and constituted a similar proportion of those appointed (20.0%). For unregulated appointments, Black, Asian and Minority Ethnic applicants made up 10% of the application pool and a similar proportion of those appointed (9.1%).

Representation of Black, Asian and Minority Ethnic applicants was higher than in the Welsh population, with the 2021 Census indicating that 6.2% of the Welsh population were from an ethnic minority.

Welsh Speaking Skills

The table below shows the number and proportion of appointees by skill level in speaking Welsh. Data has been combined into three categories: those with no skills, those with basic or intermediate skills and those with advanced skills. The specific skill levels within each category are listed below the table.

Regulated

Welsh Language Speaking Skills	Applied	%	Interviewed	%	Appointed	%
Advanced Skills^	83	21.2	40	23.1	15	27.3
Basic / Intermediate Skills*	127	32.5	59	34.1	18	32.7
No Skills	181	46.3	74	42.8	22	40.0
Total	391	100	173	100	55	100

Non-regulated

Welsh Language Speaking Skills	Applied	%	Interviewed	%	Appointed	%
Advanced Skills [^]	64	33.7	42	42.4	24	54.5
Basic / Intermediate Skills [*]	44	23.2	19	19.2	<10	13.6
No Skills	81	42.6	38	38.4	14	31.8
Prefer not to say	1	0.5	0	0.0	0	0.0
Total	190	100	99	100	44	100

[^]This category includes appointees who can converse in most work-related conversations or consider themselves fluent.

^{*}This category includes appointees at three skill levels: (i) those who can hold a basic conversation in Welsh, (ii) those who can hold simple work-related conversations or (iii) those who can converse in some work-related conversations.

- Figures under 10 have been suppressed to protect anonymity

In regulated appointments, the majority of applicants (40.4%) reported having no Welsh speaking skills. Applicants with advanced Welsh speaking skills made up 23.1% of those interviewed and 27.3% of those appointed. However, in unregulated appointments, applicants with advanced speaking skills comprised a higher proportion of those offered positions (54.5%) than those in the original application pool (33.7%).

Estimates of Welsh language ability at a population level vary across surveys. The 2021 Census reported that 17.8% of the population were able to speak Welsh, while the 2023 Annual Population Survey put the figure at 29.2%. As such, it appears that Welsh language ability among those appointed was approximately in line with, or higher than, the population figures.

Location

Regulated

Area	Postcode	Applied	%	Interviewed	%	Appointed	%
SE Wales	CF, NP	167	42.7	84	48.6	31	56.4
W Wales	SA	84	21.5	35	20.2	<10	16.4
M Wales	SY/LD	17	4.3	<10	4.0	<10	1.8
N Wales	LL/CH	64	16.4	28	16.2	10	18.2
Outside Wales	All other postcodes	48	12.3	19	11.0	<10	7.3
Prefer not to say		11	2.8	0	0.0	0	0.0
Total		391	100	173	100	55	100

Non-regulated

Area	Postcode	Applied	%	Interviewed	%	Appointed	%
SE Wales	CF, NP	72	37.9	30	30.3	12	27.3
W Wales	SA	34	17.9	19	19.2	<10	18.2
M Wales	SY/LD	17	8.9	11	11.1	<10	13.6
N Wales	LL/CH	33	17.4	21	21.2	12	27.3
Outside Wales	All other postcodes	27	14.2	14	14.1	<10	11.4
Prefer not to say		7	3.7	4	4.0	1	2.3
Total		190	100	99	100	44	100

- Figures under 10 have been suppressed to protect anonymity

The data shows that individuals from South-East Wales (CF, NP postcodes) make up the largest proportion of the application pool at the application and interview stages for both regulated and unregulated appointments. In regulated appointments, applicants from this region make up 42.7% of the initial applicant pool, 48.6% of interviewees, and 56.4% of those appointed.

Within the unregulated appointments, South-East Wales and North Wales residents each represent 27.3% of those appointed. The proportions are lower for South-East Wales residents than the original application pool (at 37.9% of initial applications) but higher for North Wales residents than the original application pool (at 17.4% of initial applications).

Based on Local Authority figures from the 2021 Census, around 43% of the Welsh population are based in South-East Wales, slightly lower than the proportion of appointees to regulated appointments, but higher than the proportion of appointees to unregulated appointments.

Lower Socio-economic Background

Regulated

Consider themselves from a lower socio-economic background	Applied	%	Interviewed	%	Appointed	%
Yes	141	36.1	72	41.6	23	41.8
No	161	41.2	72	41.6	24	43.6
Prefer not to say	89	22.8	29	16.8	8	14.5
Total	391	100	173	100	55	100

Non-regulated

Consider themselves from a lower socio-economic background	Applied	%	Interviewed	%	Appointed	%
Yes	53	28	23	23.2	<10	20.5
No	103	54	56	56.6	26	59.1
Prefer not to say	34	18	20	20.2	9	20.5
Total	190	100	99	100	44	100

- Figures under 10 have been suppressed to protect anonymity

Applicants who consider themselves as coming from lower socio-economic backgrounds, make up 41.8% of regulated appointees and 20.5% of appointees for unregulated positions.

Sexual Orientation

Regulated

Sexual Orientation	Applied	%	Interviewed	%	Appointed	%
Heterosexual	308	78.8	136	78.6	45	81.8
Minority Sexual Orientation	36	9.2	19	11.0	<10	9.1
Prefer not to say	47	12.0	18	10.4	5	9.1
Total	391	100	173	100	55	100

Non-regulated

Sexual Orientation	Applied	%	Interviewed	%	Appointed	%
Heterosexual	161	84.7	84	84.8	38	86.4
Minority Sexual Orientation	11	5.8	<10	6.1	<10	4.5
Prefer not to say	18	9.5	9	9.1	4	9.1
Total	190	100	99	100	44	100

- Figures under 10 have been suppressed to protect anonymity

Heterosexual applicants were the largest group in the applicant pools across all stages for both regulated and unregulated appointments. Minority sexual orientation applicants (including lesbian, gay and bisexual applicants), accounted for 9.2% of the initial applicant pool for regulated posts, and 9.1% of those offered positions. For unregulated appointments, minority sexual orientation applicants made up 5.8% of the initial applicant pool and 4.5% of those appointed.

The proportions of applicants and appointees with a minority sexual orientation, are similar to that of the population, with the 2021 Census reporting that 7.6% of the Welsh population had a minority sexual orientation.

Age

Regulated

Age	Applied	%	Interviewed	%	Appointed	%
16-24	<10	0.3	0	0.0	0	0
25-39	81	20.7	33	19.1	<10	12.7
40-54	121	30.9	51	29.5	20	36.4
55-64	117	29.9	57	32.9	19	34.5
65+	42	10.7	23	13.3	<10	12.7
Prefer not to say	29	7.4	9	5.2	2	3.6
Total	391	100	173	100	55	100

Non-regulated

Age	Applied	%	Interviewed	%	Appointed	%
16-24	0	0.0	0	0.0	0	0.0
25-39	34	17.9	16	16.2	<10	11.4
40-54	63	33.2	29	29.3	15	34.1
55-64	61	32.1	36	36.4	15	34.1
65+	22	11.6	15	15.2	<10	18.2
Prefer not to say	10	5.3	3	3.0	1	2.3
Total	190	100	99	100	44	100

- Figures under 10 have been suppressed to protect anonymity

The age distribution of applicants shows that largest numbers of applications came from individuals aged 40-54 years and 55-64 years for both regulated and unregulated appointments. Within the regulated appointments, these groups combined comprised 60.8% of the applicant pool, 62.4% of those interviewed, and 70.9% of those appointed. Similarly, in unregulated appointments, these groups represent 68.2% of those appointed.

Younger candidates made up a smaller proportion of appointees, with 12.7% of regulated appointments made to the age group 25-39 years and 11.4% of unregulated appointments.

Disability

Regulated

Stated they are disabled / requested GIS for disability or requested recruitment adjustment	Applied	%	Interviewed	%	Appointed	%
Yes	74	18.9	27	15.6	<10	10.9
No	317	81.1	146	84.4	49	89.1
Total	391	100	173	100	55	100

Non-regulated

Stated they are disabled / requested GIS for disability or requested recruitment adjustment	Applied	%	Interviewed	%	Appointed	%
Yes	31	16.3	16	16.2	<10	6.8
No	158	83.2	83	83.8	41	93.2
Prefer not to say	1	0.5	0	0.0	0	0.0
Total	190	100	99	100	44	100

- Figures under 10 have been suppressed to protect anonymity

While 18.9% of applicants for regulated appointments stated they were disabled/requested the Guaranteed Interview Scheme (GIS) for disability or requested a recruitment adjustment, they made up a small proportion of those appointed, at 10.9%. The disparity is similar in unregulated public appointments, where 16.3% of applicants declared they were disabled, compared to only 6.8% of those appointed.

The 2021 Census indicated that disabled people make up 21.1% of the Welsh population. While it is difficult to draw firm conclusions based on the relatively small numbers of appointees, the figures suggest that disabled applicants were less likely to be appointed than non-disabled applicants.

Agenda Item 6

By virtue of paragraph(s) vi of Standing Order 17.42

Document is Restricted

Agenda Item 7



Active travel

September 2024



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Mae'r ddogfen hon hefyd ar gael yn Gymraeg.


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Key facts


Targets

 **45%**
target for journeys to be by public transport, walking, and cycling by 2040

 **35%**
trip mode share of active travel by 2040

Rates

 **51%**
proportion of adults aged 16+ walking at least once a week for at least 10 minutes in 2022-23 for active travel purposes

 **6%**
proportion of adults aged 16+ cycling for active travel purposes at least once a week in 2022-23


Investment


 **£65 million**
Welsh Government allocation for its key active travel initiatives in 2024-25

 **77%**
proportion of the £65 million for the Active Travel Fund


 **£218 million**
expenditure by local authorities from the Active Travel Fund or equivalent, 2018-19 to 2023-24

Active Travel Fund schemes

 **83**
main infrastructure schemes completed, 2021-22 to 2023-24

 **81**
minor works schemes over £100,000 completed, 2021-22 to 2023-24

Routes

 **1,484 miles**
of active travel routes included on local authority Active Travel Network Maps in 2022

Note: Our [data tool](#) provides further information about active travel routes based on published network maps, national active travel rates from the National Survey for Wales, and local authority expenditure from the Active Travel Fund. The expenditure data above is not the full picture of active travel related spending by the Welsh Government and/or wider public services.

Key messages

Background

- 1 'Active travel' describes walking and cycling for everyday journeys (see **Exhibit 1**). The [Active Travel \(Wales\) Act 2013](#) (the Act) aims to increase active travel rates.

Exhibit 1: definition of active travel

The Act describes an 'active travel journey' as to or from a workplace or educational establishment, or to access health, leisure or other services or facilities.

Supporting guidance refers to active travel as walking and cycling to a destination, possibly combined with public transport, but differentiated from walking and cycling solely for leisure. This includes travel by foot, wheelchair, pedal cycles, and adapted cycles.

Source: Audit Wales summary from Welsh Government, [Active Travel Act Guidance](#), July 2021 and the Act itself

- 2 The benefits of walking and cycling for health and well-being are well documented. There are wider benefits when active travel journeys replace car journeys. Such 'modal shift' is central to *Llwybr Newydd*¹, the Wales transport strategy. *Llwybr Newydd* puts walking and cycling at the top of the sustainable transport hierarchy for new infrastructure investment. In practice, action to support active travel requires effective integration with wider Welsh Government policies and programmes.
- 3 The Welsh Government has overall policy responsibility for active travel. Delivery also involves Transport for Wales, local authorities, and third sector organisations including the charity Sustrans. In March 2024, the Welsh Government published a new active travel delivery plan².

1 Welsh Government, [Llwybr Newydd, A New Wales Transport Strategy 2021](#), March 2021

2 Welsh Government, [Active Travel Delivery Plan 2024 to 2027](#), March 2024

- 4 The Welsh Government's most significant financial intervention is the Active Travel Fund. The Fund helps local authorities develop and deliver improvements to active travel infrastructure and related facilities. Transport for Wales administers the Fund for the Welsh Government, although Welsh Government officials remain involved with it and Ministers approve allocations.
- 5 In 2018, the Senedd's Economy, Infrastructure and Skills Committee³ concluded that a lack of leadership, funding, and ambition had resulted in poor progress. In 2022, the Senedd's Cross-Party Group on the Active Travel Act⁴ (the Cross-Party Group) said the Welsh Government's ambition for active travel had not been followed through with the actions needed to deliver transformative change.
- 6 We considered whether the Welsh Government is well placed to lead a step change in active travel rates, as part of its wider approach to modal shift. **Appendix 1** provides more detail about our work. **Appendix 2** summarises key duties on the Welsh Ministers and local authorities.
- 7 We have focused on national level arrangements led and/or managed by the Welsh Government and Transport for Wales. We have not examined interventions by individual local authorities, although we recognise their important front-line role and reflect certain evidence about issues at a local level. Nor have we considered the part that wider public, private and third sector organisations can play to promote active travel as employers or otherwise in, for example, the case of the NHS.

Overall conclusion

- 8 Despite increased spending through its Active Travel Fund and a new, wide-ranging, delivery plan, the Welsh Government remains a long way from achieving the step change in active travel intended through the Act. And approaches to monitoring and evaluation do not currently go far enough to enable robust tracking of progress or an overall assessment of value for money.

3 Economy, Infrastructure and Skills Committee, [Post Legislative Scrutiny of the Active Travel \(Wales\) Act 2013](#), June 2018

4 The report by the [Cross-Party Group on the Active Travel Act](#) is in the public domain but only via the group's social media.

Key findings

Strategy and leadership

- The Welsh Government has set active travel targets without Wales specific data to establish the baseline position. It is uncertain whether the targets are achievable.
- The new active travel delivery plan is wide-ranging but includes some actions outstanding from the 2016 plan.
- Various national policies and initiatives integrate commitments to active travel, but this does not always play through to local decisions. There also appears to be variation in the extent to which local authorities are prioritising active travel and related investment.
- Leadership and oversight is complicated by the involvement of multiple stakeholders and some lack of clarity around responsibilities amid changing remits.
- The Welsh Government's active travel team is small, and while Transport for Wales's team has grown over the past three years there are capacity issues in local authorities.

Welsh Government investment

- The Welsh Government has allocated £65 million to its key active travel initiatives in 2024-25, mainly to improve infrastructure with the Active Travel Fund the largest component.
- The fuller picture of Welsh Government and wider public services expenditure on active travel is not clear.
- Building on its existing programme and delivery structure, the Welsh Government intends to develop a new assessment and funding framework.
- Annual Active Travel Fund or equivalent expenditure by local authorities increased significantly between 2018-19 and 2023-24, from £20 million to £46 million. Total expenditure in the period was £218 million.
- The annual funding cycle and uncertainty about future funding can make some local authorities reluctant to take on more ambitious multi-year schemes.

Developing active travel networks and changing behaviour

- It is difficult to assess the extent to which active travel networks have improved over time from the network maps alone, but the pace of change appears too slow currently to achieve the ambitions.
- We heard that routes put forward for funding by local authorities are not always in the best areas, or adequately connected, to facilitate modal shift but Transport for Wales has developed a tool to improve prioritisation.
- Building of physical infrastructure has not been accompanied by a strong enough focus on awareness raising and behaviour change.

Monitoring and reporting

- The limited information available suggests active travel rates have not improved in recent years, with headline walking rates below pre-pandemic levels.
- The Welsh Government and Transport for Wales are developing an overall monitoring and evaluation framework, but it has been a long time coming.
- The Act's reporting requirements are not being met consistently and a Welsh Government review of the operation of the Act is overdue.
 - The quality of information reported by local authorities varies considerably, including baseline information against which to assess impact.
 - The Welsh Government's annual reporting has been limited in scope.
- Current arrangements for monitoring and evaluating Active Travel Fund expenditure do not enable an overall assessment of value for money.



The Welsh Government needs to reflect on why, in over a decade, the Active Travel (Wales) Act and the arrangements to support delivery have not yet had the desired impact. Various factors influence active travel behaviour across a range of policy areas.

The importance of being able to put value for money to the test through strengthened monitoring, evaluation, and reporting, reflects a recurring theme from my wider audit work. Without better supporting evidence, the risk is that doing more of the same, including in how funding is prioritised, may simply produce the same results.

Adrian Crompton
Auditor General for Wales



Recommendations

In framing our recommendations⁵, we have been mindful of the 51 recommendations already set out by the Cross-Party Group, including in relation to the scope of the Act to support wider mainstreaming. The recommendations – directed at the Welsh Government, Transport for Wales or local authorities – spanned the following key areas:

- delivery
- governance
- behaviour change
- equality
- active travel to school
- monitoring and data
- legislative change

Also, shortly before publication of our report, the Welsh Government's Active Travel Board published its own annual report⁶. It raised nine recommendations on issues relevant to themes in this report and that of the Cross-Party Group.

More generally, it is also important that the Welsh Government now delivers with its partners on its Active Travel Delivery Plan.

⁵ We have provided paragraph references to the core context for each recommendation. However, some are also informed by issues covered in other places in the report.

⁶ Active Travel Board, [Active Travel in Wales Annual Report 2023-2024](#), August 2024

Recommendations

Ambitions and monitoring

- R1** The Welsh Government should articulate a consolidated set of long-term active travel indicators and targets, with delivery milestones. These should include coverage of wider outcomes than just active travel rates in the context of its transport strategy ambitions, the wider well-being goals for Wales, and expected contributions from wider policy/programme areas (**paragraphs 1.4 to 1.5 and 1.10 to 1.13**).
- R2** To support monitoring against active travel related indicators and targets, the Welsh Government should ensure it collects consistent data over time that allows long-term trend analysis and, where practical, pan-UK comparison on key measures (**paragraphs 1.4 to 1.5 and 4.2 to 4.4**).
- R3** As it finalises plans for a new National Travel Survey, the Welsh Government should re-appraise the costs and benefits of collecting enough data to support meaningful analysis and scrutiny of active travel rates at local authority level (**paragraphs 4.6 and 4.8 to 4.10**).
- R4** In developing a new monitoring and evaluation framework and providing fresh guidance to local authorities, the Welsh Government and Transport for Wales should clarify expectations around objective setting and a proportionate, but more consistent, framework for reporting benefits that extend beyond changes in active travel rates. This could include, for example, impacts on air pollution in the context of new reporting duties in that regard (**paragraphs 4.8 to 4.10, 4.16, and 4.20 to 4.25**).

Recommendations

R5 Building on the new monitoring and evaluation framework and reporting by local authorities, the Welsh Government should revert to the publication of a fuller annual report on active travel (**paragraphs 4.14 to 4.17**). As a minimum, the report should include coverage of and/or signpost to:

- evidence relating to active travel behaviour at a national and local level;
- expenditure data compared with allocations for key areas of specific active travel spending, analysis of local authority match funding and, where practical, contributions from other programme areas in transport and beyond;
- progress with active travel delivery plan actions, including behaviour change initiatives;
- progress with scheme delivery and network expansion; and
- evidence about how active travel investment is contributing to wider strategic goals.

Responsibilities

R6 The Welsh Government should use its new assessment and funding framework to support periodic reviews of local authorities' capability, plans, and active travel delivery. It should then report transparently on the outcome of those reviews (**paragraph 2.16**).

R7 To manage potential risks around duplication of public funding and conflicts of interest around the administration of the Active Travel Fund:

- a) Transport for Wales should assess opportunities to further strengthen safeguards relating to the involvement of Sustrans officers, alongside its own officers, in the appraisal of Active Travel Fund bids.
- b) the Welsh Government and Transport for Wales should ensure they have a clear understanding of any work Sustrans may be involved with at a local authority level that relates back to the Active Travel Fund (**paragraphs 2.2 to 2.7**).

Recommendations

Funding

- R8** The Welsh Government should devise a longer-term, multi-year, funding strategy to provide local authorities with more certainty and stability on active travel funding (**paragraph 2.22**). The strategy should reflect on the overall balance between capital funding for infrastructure, including the split between core and scheme specific funding for the Active Travel Fund, and revenue funding for other activities such as behaviour change initiatives. It should also include details of how active travel delivery plan actions will be resourced.
- R9** The Welsh Government should set out minimum requirements which, if not evidenced satisfactorily, will mean that Active Travel Fund bids for main infrastructure schemes will not be approved regardless of their overall ranked score. These minimum requirements should include equality impact assessment (**paragraph 2.15**).

Review of the operation of the Act

- R10** The Welsh Government should complete a comprehensive, post implementation review of the Act in line with the scope envisaged when the Act was passed. It should involve other delivery partners and include consideration of the overall impact of active travel network maps and the extent to which they support public awareness of active travel routes (**paragraphs 3.9 and 4.18 to 4.19**).



Strategy and leadership

01

- 1.1 This part of our report is about the Welsh Government's strategic approach and leadership at various levels.

What we focused on:

We looked for evidence of clearly defined ambitions and a resourced delivery plan. We also looked at how well the Welsh Government's thinking on active travel is integrated with other priorities, clarity of roles and responsibilities, and capacity for driving change.

The Welsh Government has set active travel related targets without Wales specific data to establish the baseline position

- 1.2 Llwybr Newydd does not include a specific active travel target. However, it includes a target of 45% of journeys to be by public transport, walking, and cycling by 2040. As part of net zero planning, the Welsh Government has also set targets to increase the trip mode share of active travel from a 27% baseline to 33% by 2030 and 35% by 2040⁷.
- 1.3 The Welsh Government previously set ambitions around walking and cycling rates in its 2016 active travel action plan⁸. The plan referred to a 2014 baseline of 6% of people making at least one cycle trip a week, and 64% making at least one walking trip a week. It aimed to achieve a rise to 10% for cycling and 80% for walking by 2026.
- 1.4 When the Welsh Government set its Llwybr Newydd and net zero plan targets, it estimated baseline rates by extrapolating from the England Travel Survey 2019⁹. Without a robust baseline for Wales, it is uncertain whether the targets are achievable.
- 1.5 The Welsh Government is working with Transport for Wales to develop a National Travel Survey for Wales (see **paragraphs 4.8 to 4.10**). The survey aims to secure a more robust baseline position and support monitoring against targets. Existing targets may also need resetting if the new baseline differs considerably from existing estimates. The new active travel delivery plan commits to setting more specific, stretching but achievable, targets once the National Travel Survey has reported.

7 Welsh Government, [Net Zero Wales Carbon Budget 2 \(2021-25\)](#), October 2021.

8 Welsh Government, [An Active Travel Action Plan for Wales](#), February 2016.

9 UK Government Department for Transport, [National Travel Survey: 2019](#), August 2020.

The new active travel delivery plan is wide-ranging but includes some actions outstanding from the 2016 plan

- 1.6 A refreshed delivery plan was a key Cross-Party Group recommendation. The new plan sets out how the Welsh Government intends to implement active travel commitments in Llwybr Newydd. The Welsh Government considered feedback from its Active Travel Board (see **paragraphs 1.18 to 1.20**) before finalising the plan. The plan relies on collaboration with and between Transport for Wales, local authorities, and other partners.
- 1.7 The plan's 65 actions reflect important themes in the Cross-Party Group report¹⁰. They include continued development of infrastructure alongside other initiatives to encourage active travel. Certain actions are new and time limited, while some commit to continuing existing activity¹¹. If delivered effectively, the plan could lead to important progress.
- 1.8 However, some actions were also in the 2016 action plan. Examples include actions around targets and monitoring and development of toolkits for active travel promotion and engagement (see also **paragraph 3.17**). This raises questions over the pace of change to date. It is also difficult to determine what success would look like against some actions. The absence of milestones and measures of success makes it more difficult for the Welsh Government and other stakeholders to be held to account for progress.
- 1.9 The plan does not include information about the resources needed to support delivery. While these may be subject to change, the Welsh Government considers that the plan reflects what is affordable and achievable within current capacity and budget expectations. The plan recognises the importance of integration with wider policies and programmes and that more needs to be done in that regard. However, its main focus is on actions that will be taken by the Welsh Government's transport teams and Transport for Wales.

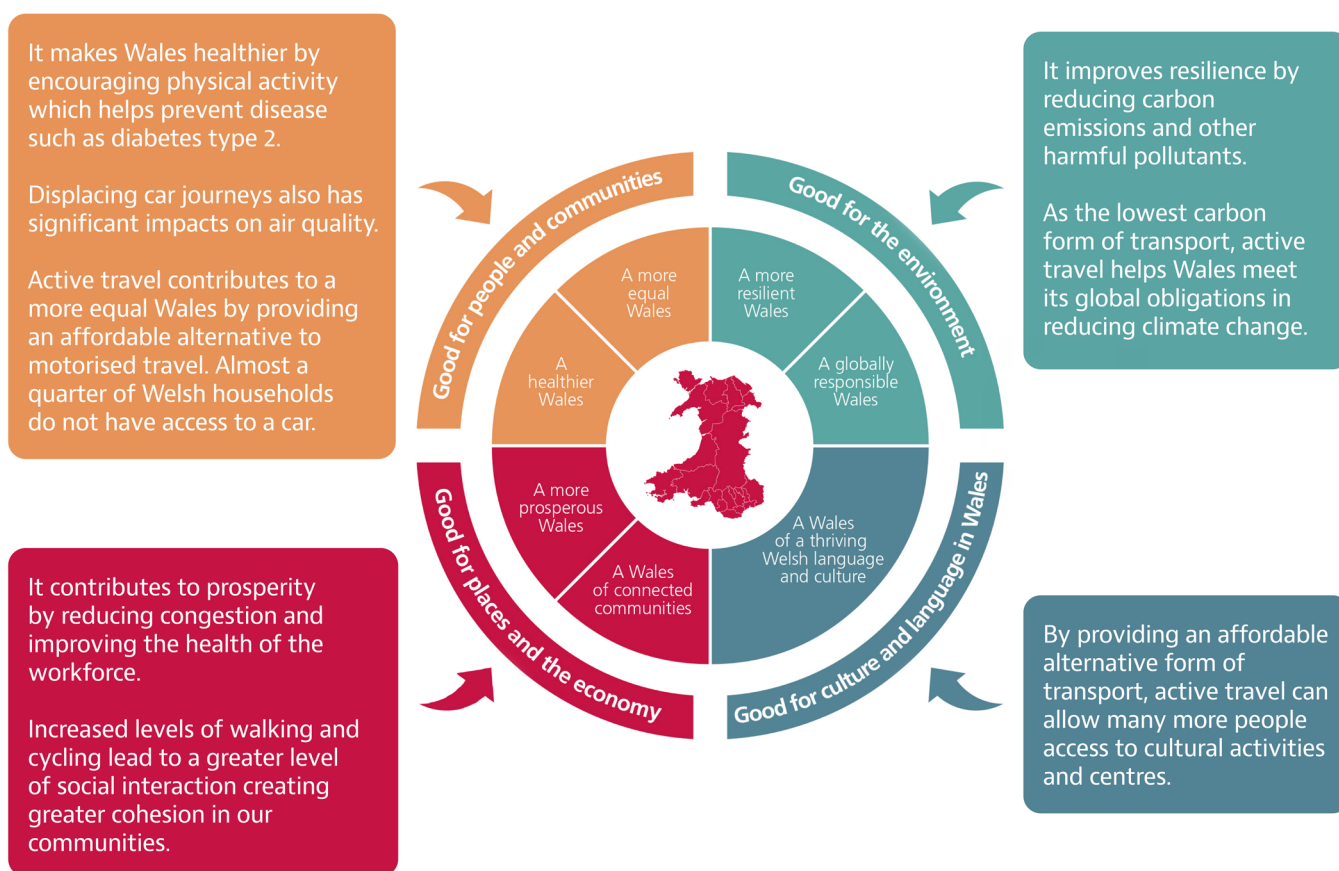
10 The Welsh Government provided a detailed response to the Cross-Party Group and the Active Travel Board in March 2024. The Welsh Government accepted 25 of the report's recommendations in full, 24 in principle, and two in part.

11 The Welsh Government intends that the plan runs to the end of 2027.

Various national policies and initiatives integrate commitments to active travel, but this does not always play through to local decisions

1.10 The Programme for Government positions its specific active travel related commitments under a climate change theme¹². However, the Welsh Government’s active travel guidance outlines how active travel can contribute to broader well-being goals (see **Exhibit 2**). Llwybr Newydd also positions active travel in the context of wider policy objectives.

Exhibit 2: how active travel can contribute towards the well-being goals for Wales



Source: Welsh Government, Active Travel Act Guidance, July 2021

12 Welsh Government, Programme for Government – update, December 2021. Alongside general actions to promote walking and cycling, three commitments refer to active travel. These concern Transport for Wales’s powers, integrated network maps, and promotion in schools.

- 1.11 Recent transport policy developments have pointed to a greater political focus on active travel. However, developing and promoting active travel requires wider collaboration and policy integration. For example:
- reflecting the emphasis on prioritising active travel in the national development plan¹³, Planning Policy Wales¹⁴ notes that active travel must be an essential component of development schemes. Planning authorities must ensure new developments are designed to make active travel a practical, safe, and attractive choice.
 - the [Environment \(Air Quality and Soundscapes\) \(Wales\) Act 2024](#) included provisions to amend the Active Travel Act to create new duties to promote active travel as a means of reducing or limiting air pollution (see **Appendix 2**).
 - the investment objectives of the Sustainable Communities for Learning programme¹⁵ for school and college buildings include an expectation that projects should support active travel.
 - Healthy Weight Healthy Wales¹⁶ notes that healthy environments are a key component of the strategy around preventing and reducing obesity. It recognises that increasing rates of active travel can help drive this theme forward.
 - the remote working strategy for Wales¹⁷ makes connections to the active travel commitments in Llwybr Newydd. It also reflects the Welsh Government's commitment to gathering additional data on travel patterns as ways of working change.
- 1.12 Despite expectations set out above, stakeholders told us that planning decisions on new schools and housing developments are often taken without enough consideration of active travel. And although Welsh Transport Appraisal Guidance (WelTAG)¹⁸ says new transport projects, including road or rail, should integrate active travel at the outset, we heard of examples where this has not happened.

13 Welsh Government, [Future Wales: The National Plan 2040](#), February 2021.

14 Welsh Government, [Planning Policy Wales, Edition 12](#), February 2024. Updating technical advice on transport that supports Planning Policy Wales is an action in the active travel delivery plan.

15 Welsh Government, [Sustainable Communities for Learning rolling programme](#), February 2023.

16 Welsh Government, [Healthy Weight: Healthy Wales](#), October 2019.

17 Welsh Government, [Smarter working: a remote working strategy for Wales](#), March 2022.

18 Following consultation in 2022, the Welsh Government updated WelTAG in early 2024. Welsh Government, [Welsh Transport Appraisal Guidance \(WelTAG\)](#), February 2024.

- 1.13 We also heard of cases where local authorities do not comply with the duty under the Act to enhance walking and cycling provision when maintaining or improving roads, and to take these needs into account during roadworks. These are missed opportunities, with evidence suggesting it is more difficult to encourage active travel once travel patterns have established.
- 1.14 Beyond its general policy direction, the Welsh Government also has a role in encouraging local support for active travel. Active travel interventions can prove contentious locally. This is particularly the case for ambitious schemes involving reallocation of road space or reduced car parking. There can also be conflicting local policy decisions, for example free car parking to promote town centre economies.
- 1.15 Sustained community engagement is important to build the case for active travel and understand local barriers and needs. However, there appears to be variation in the extent to which local authorities are prioritising active travel and related investment. The Cross-Party Group found some local authorities had no active travel policies or delivery plans.

Leadership and oversight is complicated by the involvement of multiple stakeholders and some lack of clarity around responsibilities amid changing remits

- 1.16 We heard that the delivery landscape is crowded, with stakeholders commenting on some lack of clarity over responsibilities. The Cross-Party Group commented on widespread praise for the support from Transport for Wales to local authorities. But it also noted that some local authorities felt that Transport for Wales's role in administering the Active Travel Fund has added complexity. Meanwhile, Corporate Joint Committees' regional transport planning functions mean they will have an increasing role in determining priorities, including in respect of strategic cross-boundary active travel routes¹⁹.

19 Corporate Joint Committees came into effect in April 2021. In a report on progress, we found that budgets for regional transport planning varied considerably and noted that we would have liked to see more progress with these functions. Auditor General for Wales, Corporate Joint Committees – commentary on their progress, November 2023.

- 1.17 Responsibility for behaviour change is a particular area where stakeholders feel there is a lack of clarity. The Welsh Government has remitted some work on behaviour change for modal shift to Transport for Wales. The Cross-Party Group called for a structure to deliver professionally designed behaviour change interventions for active travel and a centre of expertise.
- 1.18 The Welsh Government established an Active Travel Board in 2014 to advise on activity and support the uptake of active travel. The Welsh Government has made changes, partly in response to the Cross-Party Group report. The Group concluded that the Board structure did not work well as there was not enough challenge or scrutiny, and a lack of data and power made it difficult to drive change. The report noted that the Board's role had become less clear since Transport for Wales's remit has widened.
- 1.19 The newly structured Board first met in May 2023²⁰. Its purpose is to scrutinise the Welsh Government and other delivery partners, report annually on its activities and progress, and share best practice and identify challenges. The new delivery plan commits to a review of the operation of the Board in 2026.
- 1.20 Although too early to assess their impact, we heard that some changes have been well received. These include the addition of independent members and new scrutiny sessions on specific themes. However, some stakeholders told us it is still difficult for the Board to effectively scrutinise all delivery partners as there is no formal accountability relationship. While the Board includes local government representatives, we also heard some concerns around the flow of information to and from the Board.

20 Terms of Reference and minutes are not in the public domain although we understand the Terms of Reference is being revisited and will be published shortly. Members of the Board include an independent Chair appointed by the Welsh Government, six to eight independent members, and representatives of the Welsh Government, local government, Transport for Wales, and Public Health Wales. The charities Sustrans and/or Living Streets also attend as nominated representatives of the 'Transform Cymru' coalition of organisations that promote sustainable transport for all.

The Welsh Government's active travel team is small, and while Transport for Wales's team has grown over the past three years there are capacity issues in local authorities

- 1.21 Active travel work requires skills in policy development and implementation, and understanding of scheme planning and implementation, engagement, promotion, communication, and behaviour change. The Welsh Government's active travel team is small relative to its active travel ambitions²¹, although it has also chosen to build capacity in Transport for Wales.
- 1.22 Transport for Wales's remit now includes maximising modal shift, delivering a fully integrated transport system, nurturing a multimodal culture, and encouraging and supporting people to consider sustainable modes as their default option. It administers the Active Travel Fund and provides technical support and guidance to local authorities²². It also provides support to the Welsh Government on active travel policy, reviewing network maps, and developing a monitoring framework.
- 1.23 Transport for Wales's active travel team has grown over the past three years to respond to its expanding remit. However, to bolster its own capacity with relevant expertise and help manage workload variations, Transport for Wales has also contracted with Sustrans. This arrangement has been supporting aspects of Transport for Wales's work on the Active Travel Fund (see **paragraphs 2.2 to 2.7**).
- 1.24 Staffing in local government is a key barrier to the ability to plan, implement and monitor active travel schemes. We heard there is variation in the capacity and skills of local authority teams, resulting in part from differing levels of support for active travel (see **paragraphs 1.14 to 1.15**).
- 1.25 The Cross-Party Group reflected similar issues, as have surveys by Transport for Wales and Sustrans. There have also been recruitment and retention challenges, including some local authority staff moving to Transport for Wales. Gaps in resources have led to some local authorities relying more on external contractors at additional cost.

21 The Welsh Government team's capacity currently comprises 3.8 full time equivalent staff.

22 While Transport for Wales administers the Fund, Welsh Government officials remain involved with its governance and Ministers approve allocations.



Welsh Government investment

02

- 2.1 This part of our report is about Welsh Government spending, with a particular focus on the Active Travel Fund. Figures we report may differ from those presented previously by the Welsh Government for other audiences because they are on a different basis, for example allocations versus expenditure.

What we focused on:

We looked for evidence that the Welsh Government understands its investment and that its allocations suggest that it sees active travel as a strategic priority.

The Welsh Government has allocated £65 million to its key active travel initiatives in 2024-25, mainly to improve infrastructure, with the Active Travel Fund the largest component

- 2.2 Various funding streams link specifically to active travel. The capital allocations for the key 2024-25 allocations set out in **Exhibit 3** reached just over £65 million. Of this, £50 million (77%) relates to the Active Travel Fund. The revenue allocation is small by comparison, at around £1.4 million. A common theme through our fieldwork was that increasing capital investment would have limited impact in changing behaviours without significant increases in revenue.

Exhibit 3: key Welsh Government active travel funding allocations, 2024-25¹

	Project / Programme	Description	Allocation (£s)
Capital	<u>Active Travel Fund</u>	Supports local authorities to develop and deliver active travel schemes. Transport for Wales administers the Fund.	50,047,512
	<u>Safe Routes in Communities</u>	Funding for local authorities to improve road safety and walking and cycling routes to schools.	6,149,338
	Active Travel Support	For Transport for Wales to support the active travel agenda, including delivering the support programme for the Active Travel Fund ² .	2,852,488
	Strategic Road Network Walking and Cycling Programme	Funding for walking and cycling routes connected to the roads managed by the Welsh Government.	2,800,000
	Active Travel Pathfinder	Managed by Transport for Wales, a programme to enable more innovative, high quality, and higher impact schemes.	1,000,000
	Sustrans Core Grant	To deliver enhancement and improvement schemes across the <u>National Cycle Network</u> ³ .	700,000
	Active travel projects	Allocation for other small grant programme for bike loan, repair, and recycling schemes.	300,000
	Total (capital)		63,849,338

Notes:

- 1 These allocations are not the full picture of active travel related spending by the Welsh Government and/or wider public services (see also **paragraphs 2.8 to 2.11**).
- 2 Transport for Wales uses part of its capital allocation for a contract with Sustrans to assist with managing the Active Travel Fund. This includes supporting local authorities with active travel projects and providing monitoring and evaluation expertise. The contract value for 2024-25 is £156,393.
- 3 The National Cycle Network provides approximately 1,500 miles of mainly traffic free paths that connect cities, towns, and countryside across Wales. Sustrans created the network, which is part of the wider UK network, and is a custodian of it.

	Project / Programme	Description	Allocation (£s)
Revenue	<u>Active Travel Promotion in Schools</u>	A contract with Sustrans to support the Active Journeys programme which works with schools to create a culture that makes it easier for children to walk, wheel, scoot, or cycle.	420,000
	<u>WOW Walk to School</u>	Funding to Living Streets to support an initiative aimed at encouraging school pupils to walk or cycle to school.	385,000
	Sustrans Core Grant	Covering: <ul style="list-style-type: none"> • strategic advice and support. • Active Travel Schools Planning which supports schools to look at how transport and travel patterns affect them. • Healthy Workplaces, which targets large site employers and offers interventions to encourage active travel and physical activity. • support to local authorities to deliver National Cycle Network enhancements. 	380,000
	Active travel projects	Allocation to cover various activities but including costs associated with the Active Travel Board and data mapping work.	125,000
	Active Travel Support	Covering the costs of the support from the Transport for Wales grants team that administers the Active Travel Fund, including claims and payment processing. This sum also includes the VAT element associated with the capital Active Travel Support allocation.	125,000
	Total (revenue)		1,435,000
	Overall total		65,284,338

Source: Audit Wales summary, drawing on Welsh Government allocation data, contractual agreements, and other published information

- 2.3 **Exhibit 3** highlights that Sustrans is receiving funding from the Welsh Government and from Transport for Wales for a range of purposes. Overall, the sums involved amount to a 2024-25 allocation of £1.66 million relevant to active travel.
- 2.4 We have not explored these matters in detail, and the Welsh Government is satisfied that there is no duplication of funding between its allocations, for example in respect of schools. Both the Welsh Government and Transport for Wales have also confirmed that they are satisfied with value for money and the management of potential conflicts of interest.
- 2.5 Transport for Wales originally let its contract with Sustrans for 2021-22 through a wider procurement framework and then extended it on an annual basis. Although delayed doing so, it established a new but similarly scoped contract through this framework arrangement in June 2024. As part of the arrangements with Transport for Wales, Sustrans officers may support local authorities with their Active Travel Fund scheme development and be part of a wider three-person panel that appraises bids. Potential duplication of funding or conflict of interest risks therefore arise when Sustrans may also be contracting, or bidding, for work with individual local authorities.
- 2.6 We understand there are arrangements to ensure Sustrans staff working for Transport for Wales would not be involved in scheme appraisal if they had worked on the same scheme under any Sustrans contract with the relevant local authority. Transport for Wales has also emphasised that the risk of undue influence in scheme appraisal is mitigated by the involvement of its staff on the appraisal panel.
- 2.7 In our view it would be prudent for Transport for Wales to assess opportunities to further strengthen safeguards relating to Sustrans' involvement in the appraisal process. We also consider that, as part of this and wider risk management, both the Welsh Government and Transport for Wales should understand any work Sustrans may be involved with, or bidding for, at a local authority level that relates back to the Active Travel Fund.

The fuller picture of Welsh Government and wider public services expenditure on active travel is not clear

- 2.8 Although **Exhibit 3** sets out the key active travel allocations for 2024-25, it has not been possible to arrive at a consistent picture of expenditure across a fuller range of programmes over time. This is also not something the Welsh Government has sought to routinely collate.
- 2.9 However, **paragraphs 2.12 to 2.22** provide further commentary for the Active Travel Fund. For Safe Routes in Communities, the second largest capital allocation in 2024-25, Welsh Government figures indicate that annual expenditure fluctuated between £4.2 million and £6.5 million between 2015-16 and 2023-24.
- 2.10 The Welsh Government also funds various activities or schemes potentially relevant to active travel through other transport budgets, such as its Strategic Road Network improvements and the Local Transport Fund. Examples reported to us by the Welsh Government highlight that some major road projects have included several million pounds worth of active travel related measures in their own right. Wider Welsh Government programmes can also support active travel, for example the schools and colleges buildings programme or health interventions including social prescribing.
- 2.11 Alongside this sits any spending by local authorities from their own budgets, including match funding for some Active Travel Fund projects and Welsh Government staff costs. The Welsh Government does not routinely collate wider expenditure data and we recognise that it might be difficult to disaggregate active travel specific expenditure in some cases. Nevertheless, this means that the overall position on public spending on active travel, relative to the outcomes achieved, including for active travel rates, is unclear.

Active Travel Fund or equivalent spending has increased significantly over recent years and the Welsh Government is planning to develop a new assessment and funding framework

Building on its existing programme and delivery structure, the Welsh Government intends to develop a new assessment and funding framework

2.12 The Active Travel Fund combines a core allocation and competitive bidding for the main allocation (see **Exhibit 4**). For 2024-25, the overall core and main allocations are split 30/70 (£15 million and £35 million respectively).

Exhibit 4: the Active Travel Fund

Topic	Features
Objectives	<p>Encourage modal shift from car to active travel in isolation or in combination with public transport.</p> <p>Improve active travel access to employment, education, and other key services.</p> <p>Increase levels of active travel.</p> <p>Connect communities.</p>
Core allocation	<p>Minimum local authority allocation of £500,000.</p> <p>Actual allocations formula based: 50/50 on population size and area covered by designated localities (see paragraph 3.4)</p> <p>Supports initial development of larger capital schemes or minor works improvements.</p> <p>Examples of minor works include dropped kerbs and tactile paving, widening and surfacing, junction improvements, barrier removal, cycle parking and installation of monitoring equipment.</p>
Main allocation	<p>Awarded on a competitive basis for larger schemes.</p> <p>These involve the construction of active travel routes generally within or linked to designated localities.</p> <p>Could include cycleways, walkways, or shared use active travel routes.</p> <p>Also covers package schemes involving works which tend to be within the same area or with common features.</p>

Source: Audit Wales summary based on Welsh Government Active Travel Fund Grant Guidance to Applicants 2024-25 published on the [Transport for Wales website](#)

- 2.13 The Welsh Government established the Fund in 2018. Since December 2020, Transport for Wales has administered the fund on behalf of the Welsh Government. Welsh Government officials are however involved in the groups that support the governance arrangements for the Fund²³ and Ministers approve local authority allocations.
- 2.14 Local authorities must develop schemes in line with WelTAG. Specific application requirements and assessment criteria differ for the main or core allocation. The main allocation criteria are weighted. Infrastructure quality is the largest single component, accounting for 27% of the overall score. Match funding is the smallest component, accounting for 3%²⁴. There are limits on the number of bids local authorities can make. For 2024-25, local authorities could make up to four main scheme applications²⁵ and eight scheme development applications. There is no limit on the number of minor works applications.
- 2.15 Local authorities should include monitoring and evaluation plans and equality impact assessments with their applications. Bids are not automatically rejected if they do not include these things, although they would attract a lower score²⁶. In September 2023, a Welsh Government internal audit highlighted as strengths the rigorous review and assessment of funding applications and claims, and effective client/contractor relationships building on the wider governance arrangements.

23 Transport for Wales coordinates an Active Travel Fund Steering Group and below it, until recently, sat an Active Travel Fund Delivery Group. Core membership of the steering group involves Welsh Government officials and Sustrans. The group has a role overseeing Transport for Wales's overall active travel programme and supporting administration of the Active Travel Fund. Transport for Wales also convenes a national active travel officers group for local authority officers which supports engagement and shared learning. Transport for Wales has recently been developing proposals to refresh these governance structures.

24 The criteria for main allocations concern: strategic fit – case for change; strategic fit – fit with grant objectives; transport case – impact assessment; infrastructure quality; monitoring and evaluation; community and engagement; deliverability; and match funding.

25 A bid could address measures across more than one route. Of the four bids, one could support the 'rural offer' with a focus on route improvements outside designated localities that support the Welsh Government's priority of connecting market towns and other significant local centres to surrounding villages and outlying developments.

26 We understand the overall value of local authority bids has been exceeding available funding.

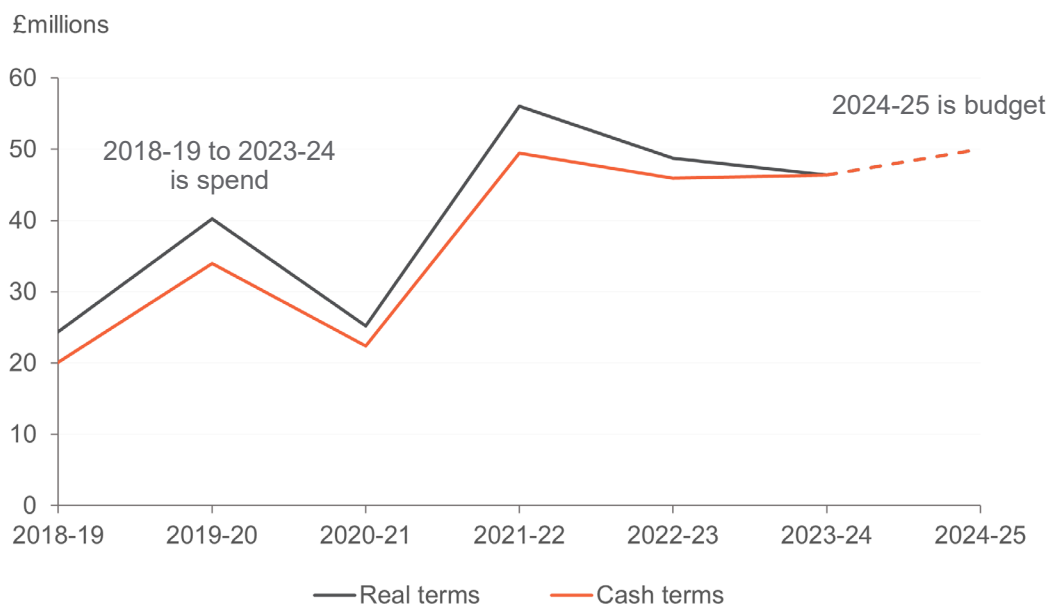
2.16 In its active travel delivery plan the Welsh Government says that it will learn from [Active Travel England](#) and develop an assessment framework in Wales to understand how to create more effective delivery environments which prioritise active travel²⁷. The Welsh Government considers that its programme and delivery structure are already more developed in Wales. However, the approach is likely to include a self-assessment by local authorities in areas such as leadership, ambition, capability, and performance. While still in early development, the Welsh Government has indicated that the approach will inform funding allocation criteria.

Active Travel Fund or equivalent expenditure by local authorities increased from £20 million to £46 million between 2018-19 and 2023-24, but the annual funding cycle and uncertainty about future funding can make some local authorities reluctant to take on multi-year schemes

2.17 **Exhibit 5** shows local authority Active Travel Fund expenditure since 2018-19. Before this, the Welsh Government supported specific active travel projects as part of the Local Transport Fund. This is no longer the case, although we have included legacy expenditure in 2018-19 and 2019-20. Overall, cash terms expenditure has increased significantly between 2018-19 and 2023-24 (from £20.1 million to £46.3 million). Total expenditure for the period was £218 million.

27 In June 2023, the National Audit Office reported on [Active Travel in England](#). The report described Active Travel England's approach to assessing local authority capability and ambition. More than half of English local authorities had been assessed at the lowest two of five levels.

Exhibit 5: expenditure by local authorities from the Active Travel Fund or equivalent, 2018-19 to 2023-24, and allocation for 2024-25 (cash and real terms at 2023-24 prices)^{1, 2, 3}



Notes:

- 1 Real terms figures are adjusted to take account of inflation. We used HM Treasury GDP deflators at market prices and money for 2023-24, June 2024.
- 2 Excludes allocations to Transport for Wales to support its active travel work, including administration of the Fund (see **Exhibit 3**). Also excludes any local authority match funding.
- 3 During 2018-19 and 2019-20, some discrete active travel schemes continued to receive Local Transport Fund support. We have included that expenditure. In cash terms, legacy scheme expenditure amounted to £11.3 million (56%) of the £20.1 million total for 2018-19. It was £6.1 million (18%) of the £33.9 million for 2019-20.

Source: Audit Wales analysis of Welsh Government data

- 2.18 The annual expenditure peaked at £49.4 million in 2021-22 when there was also an additional in-year allocation although this was not spent in full. The allocation in 2024-25 is below 2021-22 expenditure in real terms²⁸.
- 2.19 Some local authorities also contribute match funding to schemes, whether in direct financial contributions and/or the value of staff time. However, more often than not over the past two funding rounds, bids have not identified match funding. The match funding across all bids in those rounds amounted to less than 5% of the Active Travel Fund monies bid for. Figures for individual schemes include examples in the 10-20% range. One bid for 2024-25 was for a scheme where the match funding identified was around double that of the Active Travel Fund support bid for.
- 2.20 Local authorities send quarterly claims to Transport for Wales who assess whether scheme spending is on target. Transport for Wales then provides expenditure profiles to the Welsh Government. Where projected costs differ to estimates, local authorities prepare a contract variation form which is subject to Welsh Government approval but allows them to adjust estimates within their overall funding envelope.
- 2.21 We heard that processes for understanding and managing underspends have improved in recent years, supporting opportunities for re-allocation to other active travel initiatives. Nevertheless, Active Travel Fund expenditure by local authorities has been less than that allocated. Over the last five years the annual underspend has ranged from £2 million to £9 million. The £9 million underspend was in 2021-22 when there was an additional £8 million in-year allocation but, as noted in **paragraph 2.18**, this was not spent in full.
- 2.22 Over the past three financial years, local authorities completed 83 larger main infrastructure schemes and 81 minor works schemes costing over £100,000 (see **Exhibit 6**). Schemes can span more than one year. However, we heard that the annual funding cycle and uncertainty around future allocations can make some local authorities reluctant to build capacity and to take on multi-year schemes that may be more difficult to deliver but more impactful. There are also concerns about the cost of ongoing maintenance, which the Fund does not cover.

28 Our [data tool](#) provides local authority level data. The Welsh Government also publishes information on Active Travel Fund and other local authority transport grant awards. For example: Welsh Government, [Local authority transport grants awarded 2024 to 2025](#), April 2024.

Exhibit 6: number of Active Travel Fund schemes completed by local authorities by type, 2021-22 to 2023-24

Year	Number of completed main infrastructure schemes	Number of completed minor works schemes (over £100,000)
2021-22	24	38
2022-23	25	21
2023-24	34	22
Total	83	81

Note: delivery and expenditure on individual schemes may span more than one financial year.

Source: Transport for Wales data



Developing active travel networks and changing behaviour

03

3.1 This part of our report is about the development of active travel networks.

What we focused on:

We looked for signs of an improved active travel network and processes that prioritise the development of routes to support modal shift. We also looked at whether there is sufficient focus on behaviour change alongside capital investment.

It is difficult to assess the extent to which active travel networks have improved over time from the network maps alone, but the pace of change appears too slow currently to achieve the ambitions

- 3.2 Local authorities have a duty to secure new and improved active travel routes. They must also produce maps of existing routes and related facilities, and those planned for the next 15 years. These Active Travel Network Maps are available via the [DataMapWales website](#).
- 3.3 The Act requires that maps are submitted to the Welsh Ministers for approval every three years or as directed by the Welsh Ministers. The second iterations of local authority maps were not published until late 2022 following extended deadlines due to the COVID-19 pandemic and other factors. The period for the next review cycle has been extended to December 2026.
- 3.4 These duties relate to more populous 'designated localities'²⁹. The Welsh Government believes routes in these localities are likely to have greater impact. However, local authorities can develop network maps for other localities where there is high potential for use.

²⁹ Designated localities are settlements defined by direction by the Welsh Ministers and derived from Office for National Statistics built-up area statistics; Office for National Statistics, [Towns and cities, characteristics of built-up areas, England and Wales: Census 2021, August 2023](#).

- 3.5 Effective community involvement is likely to promote the use of routes. Active Travel Act guidance sets out related expectations as part of developing network maps and when routes are at the design stage. It notes that local authorities should involve delivery partners, elected members, children and young people, and people with protected characteristics³⁰.
- 3.6 We have not examined the mapping process in detail. However, we heard concerns about skills and resources in local authorities to engage effectively, including with groups representing disabled people. Welsh Government commissioned research has also highlighted mixed views about local authority consultation³¹. We also heard about limited resources within organisations representing people with protected characteristics to enable them to input effectively with lived experiences.
- 3.7 As shown in **Exhibit 6**, there is evidence of progress with active travel infrastructure. However, the current pace of development suggests it is highly unlikely that local authorities will have implemented all planned routes within 15 years.
- 3.8 Our [data tool](#) illustrates this issue. Many local authorities have hundreds of future routes and are restricted in how many bids they can submit, albeit that bids can potentially address more than one route (see **paragraph 2.14**). Some local authorities have not been submitting bids on an annual basis or not up to the maximum number. Capacity issues could also be a constraint even if local authorities were able to submit more bids.

30 The Equality Act 2010 sets out nine protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, and sexual orientation.

31 In May 2024, the Welsh Government published research from a survey of 1,000 Welsh adults (16+) in June 2022; Welsh Government, [Public Attitudes to Active Travel 2022](#), May 2024.

3.9 While the maps provide a planning tool, it is difficult to assess the extent that networks are improving simply by comparing them over time and they have limitations as a resource for the public³². This is because:

- to feature on the maps, existing active travel routes should meet the Welsh Government's design standards. The Welsh Government amended the standards in 2021 between the two most recent iterations of the maps available on the DataMapWales website. There are examples of older infrastructure previously defined and mapped as an active travel route that no longer meets the design standards and therefore no longer displayed on the maps.
- as the duty to map routes is specific to designated localities, this means some routes potentially well used for active travel are not officially recorded as routes and/or shown on the maps, although local authorities can include routes outside these localities if they wish. For example, the maps may not reflect routes on the National Cycle Network (see **Exhibit 3**). The maps published in 2022 record approximately 1,484 miles of active travel routes.
- where a route falls slightly short of the design standard there should be a statement explaining its limitations. We heard that there are inconsistencies in whether local authorities record these as existing routes or future routes, although we understand this relates to a small proportion of routes overall (less than 5%).
- the maps reflect a point in time position. With increased investment in recent years, not all routes developed will feature as existing routes although they may be identified as planned future routes.

32 The research described in **paragraph 3.6** found that only a third of respondents answered positively when asked if they knew where they could find information about walking and cycling routes in their local area.

We heard that routes put forward for funding by local authorities are not always in the best areas, or adequately connected, to facilitate modal shift but Transport for Wales has developed a tool to improve prioritisation

- 3.10 The Act's supporting guidance states, 'The parts of the network that potentially offer the greatest impact on increasing rates of active travel should be prioritised, but other local priorities may also be considered such as targeting areas of deprivation or poor public health.' We heard that routes put forward for funding are not always the ones with the biggest potential to generate modal shift.
- 3.11 Schemes that seek to maximise modal shift can be difficult to deliver, both in terms of time and the skills required. They can also be unpopular because they may require re-allocation of road space from private motor cars. We also heard that routes are often not well connected for door-to-door journeys, leaving gaps in the active travel network which is a key barrier for participation³³.
- 3.12 Transport for Wales has developed a data-led tool that helps local authorities identify future routes with the highest potential impact. The tool covers potential for modal shift, access to services, deprivation, impact on health, and route safety. However, we are aware of issues that need working through, owing in part to limitations in available datasets. Local authorities may not need to demonstrate prioritisation based on the tool if they can provide other evidence supporting prioritisation.

33 Active travel routes can also be harder to implement to design requirements in certain areas because of terrain and topography. Longer journeys in rural areas and more limited public transport connections can also make it more difficult to travel actively.

Building of physical infrastructure has not been accompanied by a strong enough focus on awareness raising and behaviour change

- 3.13 Infrastructure alone cannot generate modal shift. Although the Active Travel Fund guidance allows for promotional costs associated with the scheme, we heard consistently that capital investment in active travel must be backed up by a comprehensive approach to behaviour change. This has not been the case to date, notwithstanding a behaviour change emphasis in some of the Welsh Government's key active travel initiatives (see **Exhibit 3**).
- 3.14 Stakeholders told us of the need for nationally coordinated messaging to incentivise active travel and disincentivise car use. They suggested this should involve clear, consistent, and accessible information on the benefits of active travel, with a particular focus on the people who do not currently travel actively.
- 3.15 Research on behaviour change recommends a mix of soft and hard measures which address capability, opportunity, motivational, social, and environmental issues all at the same time. Survey findings on public attitudes (see **paragraph 3.6**) provide pointers about measures that may encourage active travel journeys.
- 3.16 The Welsh Government and Transport for Wales have been running some national campaigns which include a focus on travel behaviour³⁴. It is also important that local authorities work with local communities to promote active travel. However, there are concerns about the skills and resources available to support local behaviour change and about the impact that they will have without being aligned with complementary national messaging.
- 3.17 Research has suggested that behaviour change approaches should focus on school runs and workplace communities and that joined up actions are most impactful. The Welsh Government plans to choose a 'demonstrator town' in 2024. It would then deliver a programme of infrastructure investment alongside complementary behaviour change interventions to understand and learn from what it is possible to achieve.
- 3.18 Transport for Wales has recently developed an [active travel promotional toolkit](#) to help local authorities promote active travel. Local authorities have called for this for several years and it was a commitment in the 2016 action plan (see **paragraph 1.8**). The new delivery plan also contains several other initiatives which may facilitate behaviour change.

34 [Transport for Wales, The real social network](#) and [Welsh Government, Climate Action Wales](#).



Monitoring and reporting

04

- 4.1 This part of our report is about monitoring and reporting on progress. In relation to active travel behaviour, we focus on official Welsh Government statistics. We recognise there is wider data available on active travel. **Appendix 1** references some of that material.

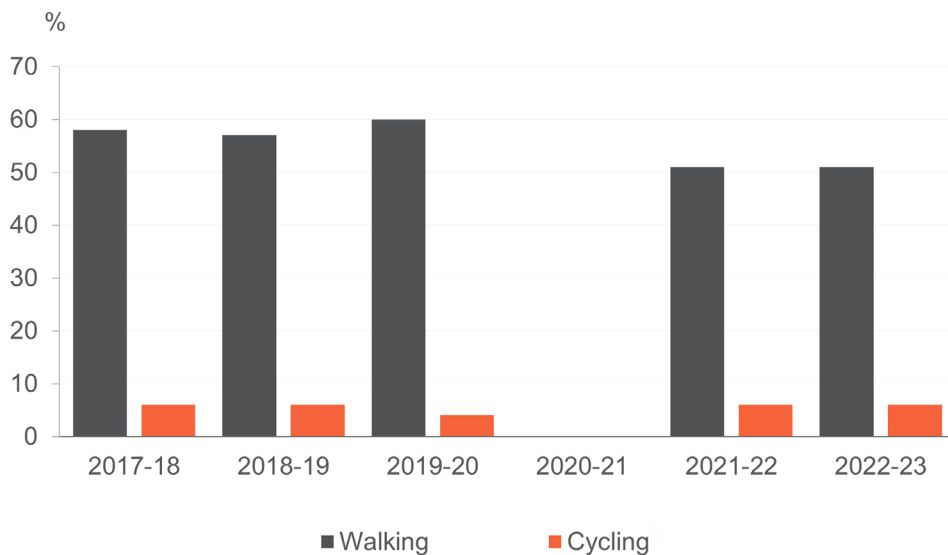
What we focused on:

We looked at whether there is a framework to record active travel data and what that data tells us about progress. We also considered whether reporting and review duties are being met and whether the Welsh Government has good arrangements for monitoring outcomes of the Active Travel Fund.

The limited information available suggests active travel rates have not improved in recent years, with headline walking rates below pre-pandemic levels

- 4.2 The Welsh Government does not have robust, long-term data on how and why people travel and on wider outcomes from active travel. Data limitations are a barrier to accountability and the assessment of value for money from related expenditure.
- 4.3 The National Survey for Wales has asked active travel questions about walking and cycling for adults aged 16+ every year between 2013-14 and 2022-23. The survey did not run during 2023-24. In 2017-18 the questions changed, with a focus on walking for at least 10 minutes rather than 5 minutes. The change was intended to reflect the additional health benefit context of a period of walking of at least 10 minutes. There were also other changes to the wording of the walking and cycling questions before 2017-18, although there has never been a time threshold applied to the cycling questions.
- 4.4 Changes to the way the national survey data is collected since 2020-21 may also affect direct comparison with previous years. Nevertheless, the figures suggest active travel rates for cycling have remained broadly static since 2017-18. Walking rates are still below pre-COVID-19 pandemic levels (see **Exhibit 7**).

Exhibit 7: percentage of adults aged 16+ reporting they walked for at least ten minutes or cycled at least once a week for active travel in the previous three months¹, 2017-18 to 2022-23²



Notes:

- 1 The Welsh Government uses the frequency of ‘at least once a week’ for its core measure of active travel rates. While respondents are asked about frequency over the previous three months, data is collected on a rolling basis through the year to allow for seasonal effects.
- 2 Full year data for 2020-21 is not publicly available due to the impact of the COVID-19 pandemic on the survey. Also, from 2020-21 onwards, the survey changed mode from face-to-face to telephone and online data collection. Care should be taken when making direct comparisons to earlier results.

Source: Welsh Government, [National Survey for Wales](#), various years

- 4.5 In 2022-23, 51% of people said they walked at least once a week for active travel purposes and 6% cycled. The figure for walking compares with 60% in 2019-20. The impact of changes to everyday travel patterns due to the pandemic, including increases in home-working or online shopping, is difficult to determine from the National Survey data alone but is a potentially relevant factor³⁵.
- 4.6 The survey's sample size means it is difficult to track participation data and produce reliable statistics at a local authority level. The sample size in 2022-23 was 2,000. Also, although the national survey statistical bulletin periodically stratifies data by age, sex, and limiting long term illness, it is not possible to disaggregate data for groups with protected characteristics comprehensively. The Cross-Party Group also highlighted this.
- 4.7 In addition, the survey does not have data for other modes of transport. It has not therefore been possible for the Welsh Government to track patterns and rates of modal shift over this same period.

The Welsh Government and Transport for Wales are developing an overall monitoring and evaluation framework, but it has been a long time coming

- 4.8 The Welsh Government and Transport for Wales are developing an overall monitoring and evaluation framework for active travel, something previously aspired to in the 2016 action plan. The framework will support the overarching Llwybr Newydd monitoring framework. The draft framework includes a range of active travel indicators, such as:
- % of people who walk or cycle at least once a week as a means of transport;
 - % of journeys by walking, cycling and public transport;
 - % of schools with active travel plans; and
 - kilometres of active travel infrastructure / overall length of active travel network that meets or exceeds standards.

35 The Welsh Government's public attitudes research in June 2022 (see **paragraph 3.6**) included analysis of the impact on active travel behaviour from changes in work or education circumstances due to the pandemic.

- 4.9 There are still gaps in data to inform these indicators. Transport for Wales has commissioned the National Centre for Social Research to design a new Wales National Travel Survey which is intended to provide better data on active travel and modal shift. The survey was still in the development stage at the time of our fieldwork, with full results not expected until at least 2025. While the survey could provide insight into travel patterns in regions, it is not expected to provide robust annual local authority level data.
- 4.10 The Welsh Government is still to decide whether the National Travel Survey will supplement or replace the questions on active travel in the National Survey for Wales. We understand the National Travel Survey will collect data on the mode, purpose, and duration of journeys but that it will do so by asking respondents about the previous day. The National Travel Survey alone would not therefore provide data to track current active travel measures back to 2017-18.

The Act's reporting requirements are not being met consistently and a Welsh Government review of the operation of the Act is overdue

The quality of information reported by local authorities varies considerably, including baseline information against which to assess impact

- 4.11 The Welsh Government has provided a template report to help local authorities discharge their annual reporting duty (see **Appendix 2**)³⁶. The Welsh Government does not mandate its use and the Act does not include sanctions for non-compliance. There have been instances where local authorities have not submitted the required annual reports to the Welsh Government in the set timeframe. However, the Welsh Government has informed us that the position has improved over recent years.
- 4.12 In addition to the annual reporting requirement, local authorities must report on changes of levels of use of their active travel routes each time they submit their network maps (see **paragraphs 3.2 to 3.8**). Although not a requirement of the Act, the Welsh Government also expects local authorities to submit reports about the impact of individual Active Travel Fund schemes, which could in turn help inform annual reporting.
- 4.13 The information provided by local authorities across these different reporting mechanisms varies considerably. Some authorities provide limited data, particularly on baseline information, which makes it difficult to ascertain the impact that investment has had on active travel rates and to monitor progress over time.

The Welsh Government’s annual reporting has been limited in scope and it has not completed a review of the operation of the Act within the expected timeframe

- 4.14 The Act requires the Welsh Government to publish annual reports on the extent to which walkers and cyclists make active travel journeys. The Welsh Government considers that it has fulfilled its reporting duty by publishing annual active travel data in statistical bulletins derived from the National Survey for Wales (see **paragraphs 4.3 to 4.7**). The latest shows active travel rates for 2022-23. However, these bulletins are high-level and provide limited insight. In addition, there will be no equivalent data for 2023-24.
- 4.15 The Welsh Government last published a fuller annual report in 2017³⁷, and before that in 2015. The Welsh Government cites competing pressures as the reason for not producing equivalent reports more recently. The 2017 report included information on active travel rates alongside wider commentary on relevant policy and programme delivery.
- 4.16 The absence of a broader annual report, which could draw on reporting by local authorities and reflect wider interventions beyond the Active Travel Fund, is a missed opportunity to increase awareness and support scrutiny. We also question whether reliance on statistical bulletins is in line with the spirit of the Act, considering the approach taken in the early years and the increased investment since (see **Exhibit 5**). An enhanced annual report could also help discharge duties regarding reporting on the steps taken to promote active travel as a way of reducing or limiting air pollution (see **Appendix 2**).
- 4.17 We heard from some local authorities that the reports they provide to the Welsh Government take time, and that the absence of any feedback on them or knowledge of how other authorities compare limits their value. That said, better national data and greater consistency in the information provided by local authorities (see **paragraph 4.13**) would also provide a stronger basis for national reporting.

- 4.18 The Act also requires the Welsh Government to review the operation of the Act, ‘with a view in particular to assessing its success in securing new active travel routes and related facilities and improvements of existing active travel routes and related facilities.’ The timeframe for this review is linked to the first iteration of local authorities’ network maps and, on this basis, the Cross-Party Group noted the review should have been completed by autumn 2022.
- 4.19 While the 2022 Cross-Party Group report provides important evidence, the Welsh Government is yet to complete its own review. The recent research on public attitudes to active travel (see **paragraph 3.6**) states that the Welsh Government commissioned the work to support the statutory review. We would not however consider that it entirely discharges the review duty. In November 2023, the then Minister for Climate Change committed the Welsh Government to a thorough review of the Act within five years and recognised shortcomings³⁸.

Current arrangements for monitoring and evaluating Active Travel Fund expenditure do not enable an overall assessment of value for money

- 4.20 Local authorities should submit certain information when they bid to the Active Travel Fund. This includes providing a monitoring and evaluation plan setting out planned inputs, outputs, outcomes, and methods of measurement.
- 4.21 Local authorities should complete an annual progress report with data on individual scheme outcomes for three years post-completion³⁹. The same reporting requirements apply to other local transport grants. The reporting template includes, among other things, questions on:
- reasons for any variance between budgeted and actual costs;
 - how stakeholders were engaged and the impact of this engagement;
 - any changes to scheme design;
 - what outputs were delivered;
 - anticipated and realised outcomes; and
 - lessons for future schemes.

38 Welsh Parliament, [Plenary](#), 21 November 2023.

39 The Welsh Government did not require reports for 2022-23 to recognise demands on local authorities ahead of the introduction of the default 20mph speed limit. It is expecting information for 2022-23 in returns for 2023-24.

- 4.22 Monitoring and evaluation should be proportionate to the scale of the project. However, there is an expectation that it should include quantitative and qualitative data collection.
- 4.23 We heard some concerns from local authorities about capacity to support this activity and about their willingness to commit to the costs involved without greater certainty about future year allocations (see **paragraph 2.22**). There can also be practical issues, because monitoring tools such as pedestrian, cycle, and motor counters are unable to distinguish between active travel and leisure journeys without user surveys alongside.
- 4.24 Neither the Welsh Government nor Transport for Wales currently collates all the information they have received from local authorities on outcomes from funded schemes, due in part to the limited and inconsistent ways local authorities are reporting (see **paragraphs 4.11 to 4.13**). During 2024-25, Transport for Wales plans to start analysing information gathered since the start of 2021-22 to see what insights can be drawn from it.
- 4.25 Transport for Wales is developing further guidance on monitoring and evaluating active travel schemes. It notes that reporting on outcomes should follow up on the expected changes set out during earlier project appraisal. This should include outcomes that extend beyond walking or cycling rates, such as intended improvements in air quality or the safety of travellers. Transport for Wales issued draft guidance to local authorities for comment in June 2024. The final guidance is due for roll-out later in 2024. In the meantime, current arrangements do not enable an overall assessment of value for money from the Active Travel Fund.
- 4.26 Finally, the September 2023 internal audit report noted that the Welsh Government had not formally reviewed the cost of Transport for Wales managing the delivery of the Active Travel Fund from a value for money perspective⁴⁰. However, the report also noted certain strengths in the arrangements for managing the Fund (see **paragraph 2.15**).
- 4.27 The Welsh Government intends to review Transport for Wales's grant management function by June 2026. It has decided to allow more time for Transport for Wales's services and management tools to continue to evolve and respond to local authority feedback before doing so.

40 Other 'significant' recommendations related to: formalising procedures for site visits Transport for Wales undertakes to ensure agreed routes have been built as required; and strengthening arrangements for capturing the outcomes of local authority audits of completed schemes that enable their inclusion on their network maps. Action in response to these recommendations is now complete.



Appendices

- 1 About our work
- 2 Key duties in the
Active Travel (Wales) Act 2013

1 About our work

Audit question, scope, and criteria

Our work considered whether the Welsh Government is now well placed to lead a step change in active travel rates, as part of its wider approach to modal shift.

Active travel is a broad and complicated policy area that involves a wide range of public service interventions across transport, public health, education and more. We focused our examination on issues relating to the Welsh Government's overall strategic approach, progress with implementation, funding, governance, capacity and skills, and data and monitoring arrangements.

We developed audit criteria informed by a range of sources, including being mindful of the sustainable development principle and the five ways of working set out under the [Well-being of Future Generations \(Wales\) Act 2015](#). At the start of each report section, we have summarised the key things we focus on in the report. We have not covered every aspect of our evidence base. The report focuses on what we consider to be the material themes and issues emerging from our work.

Our report builds on issues set out by the Senedd Cross-Party Group on the Active Travel (Wales) Act 2013. The Group's June 2022 report considered overall progress on meeting the aims of the Act and why the Act has failed to increase active travel rates.

Our work considered the support the Welsh Government provides to local authorities, including through its Active Travel Fund and with a focus on whether the Welsh Government can demonstrate that the Fund is securing positive outcomes. Transport for Wales administers the Active Travel Fund on behalf of the Welsh Government although Welsh Government officials remain involved with its governance and Ministers approve funding allocations. We have not examined the delivery of active travel interventions by individual local authorities, although we recognise their important front-line role and reflect certain evidence about issues at a local level.

We have not looked at the specific area of promotion in schools, although we touch briefly on related expenditure. And we have not examined wider policy and funding interventions relevant to active travel, such as the introduction of default 20mph speed limits. Nor have we considered the role that wider public, private and third sector organisations can play to promote active travel as employers or otherwise in, for example, the case of the NHS.

Audit methods

Document review

We reviewed a large amount of documentation including the following:

- the review by the Senedd Cross-Party Group on the Active Travel (Wales) Act 2013 (see above).
- the fifth Senedd's Economy, Infrastructure and Skills Committee report on its post legislative scrutiny of the Act.
- Welsh Government's strategy, plans, guidance, and delivery documents relating to transport and active travel.
- other independent research articles and blogs, and research commissioned by the Welsh Government.
- minutes and papers from the Welsh Government's Active Travel Board, which involves various stakeholders.
- a Welsh Government internal audit report in September 2023 which reviewed processes and governance arrangements for supporting and managing delivery of active travel, in particular the Welsh Government's Active Travel Fund.
- the National Audit Office's June 2023 report on [Active Travel in England](#). That report highlighted some similar issues to those in the Cross-Party Group report on Wales and that we have identified through our own work.

Observations

We attended the 27 July 2023 meeting of the Active Travel Board.

Semi-structured interviews

We interviewed Welsh Government officials and Transport for Wales staff involved in active travel.

We also interviewed:

- officers from the Welsh Local Government Association and six local authorities
- third sector organisations including Sustrans Cymru, Living Streets, Disability Wales Guide Dogs Cymru, and Cycling UK
- members of the Active Travel Board
- officers from the Cross-Party Group on Active Travel

Focus group

We ran a focus group discussion with representatives from the Cross-Party Group for the Active Travel Act to gather views on the key barriers to progress.

Data analysis

We also analysed available performance and financial data. We have published a [data tool](#) alongside this report to provide further information about active travel routes, rates, and expenditure. In this report:

- we only show the overall participation rates among the adult population based on the National Survey for Wales figures but our data tool shows additional detail for other frequencies and by urban and rural classification; and
- we include high-level data on the Active Travel Fund and our data tool breaks this expenditure down by local authority.

We recognise there is wider data and research available on active travel behaviour that is collected on a different basis or relates to specific initiatives.

Examples include:

- Public Health Wales, [Travel to School Hands Up Survey 2023](#).
- School Health Research Network, [Student Health and Wellbeing in Wales: Report of the 2021/22 Health Behaviour in School-aged Children Survey and School Health Research Network Student Health and Wellbeing Survey, April 2023](#).
- Sustrans and Cardiff Council, [Cardiff: Walking and Cycling Index 2021, May 2022](#).

We also considered data that supported the development of the Welsh Government's transport strategy: Welsh Government, [Llwybr Newydd, A New Wales Transport Strategy, Consultation Draft, Supporting information, Transport data and trends, February 2021](#).

2 Key duties in the Active Travel (Wales) Act 2013

Exhibit 8 summarises key duties. The general duties listed have applied since 2013. The Environment (Air Quality and Soundscapes) (Wales) Act 2024 provided for extended duties in relation to air pollution.

For the purposes of the Act, an active travel route means that it is situated in a designated locality (see **paragraph 3.4**). The relevant local authority must also consider that it is appropriate to classify it as an active travel route, in the context for example of design standards (see **paragraph 3.8**).

Exhibit 8: summary of key duties under the Active Travel (Wales) Act 2013

Local authorities

- | | |
|----------------|---|
| General duties | <ul style="list-style-type: none"> • Prepare and publish maps of existing active travel routes and related facilities and submit to the Welsh Ministers for approval. • Prepare and publish maps of the future and improved routes and facilities needed to create integrated active travel networks and submit to the Welsh Ministers for approval. • Have regard to the maps in preparing transport policies and to ensure there are new and improved active travel routes and related facilities. • When submitting an existing routes map for the second or subsequent time, submit a report to the Welsh Ministers specifying how the level of use of active travel routes and related facilities has changed since the previous version of the map. • In carrying out certain functions under the Highways Act 1980, take reasonable steps to enhance provision for walkers and cyclists and have regard to the needs of walkers and cyclists in the exercise of certain other functions. • Exercise their functions under the Act to promote active travel journeys and every year secure new active travel routes and related facilities, and improvements of existing active travel routes and related facilities. • Make a report to the Welsh Ministers specifying what it has done in each financial year to promote active travel journeys and to secure new active travel routes and related facilities and improvements in existing active travel routes and related facilities and specify the costs incurred. |
|----------------|---|

Local authorities

- | | |
|--|--|
| Promoting active travel as a way of reducing or limiting air pollution | <ul style="list-style-type: none"> • Take steps to promote active travel in this way in their areas. • Alongside submitting active travel network maps, publish a report specifying the steps it has taken to promote active travel in this way during a given period. |
|--|--|

The Welsh Ministers

- | | |
|----------------|--|
| General duties | <ul style="list-style-type: none"> • Make and publish annual reports on the extent to which walkers and cyclists make active travel journeys. • Review the operation of the Act – within a specified timeframe – with a view to assessing its success in securing new active travel routes and related facilities and improvements of existing active travel routes and related facilities. • In carrying out certain functions under the Highways Act 1980, to take reasonable steps to enhance provision for walkers and cyclists. And to have regard to the needs of walkers and cyclists in the exercise of certain other functions. • Exercise their functions under the Act to promote active travel journeys and secure new and improved active travel routes and related facilities. |
|----------------|--|

- | | |
|--|---|
| Promoting active travel as a way of reducing or limiting air pollution | <ul style="list-style-type: none"> • Publish and keep under a review a statement about the steps they propose to take to promote active travel in this way. • Report after the end of three-yearly reporting periods on the steps they have taken to promote active travel in this way, although they can choose to report more frequently. • Give guidance to local authorities regarding the discharge of local authority functions. |
|--|---|

Source: Audit Wales summary from Welsh Government, [Active Travel Act Guidance](#), July 2021 and the Act itself



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Rydym yn croesawu gohebiaeth a galwadau ffôn yn Gymraeg a Saesneg.



Welsh Government's response

PAPAC report entitled Scrutiny of Accounts: Amgueddfa Cymru 2021-22

07/08/2024

This is the Welsh Government's response to the Public Accounts and Public Administration Committee's report, published June 2024, entitled Scrutiny of Accounts: Amgueddfa Cymru 2021-22

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Cabinet Secretary's foreword

I would like to thank the Public Accounts and Public Administration Committee for its scrutiny of, and report on, Amgueddfa Cymru's Financial Report 2021 to 2022. I am pleased to see the Committee highlight areas we had identified as priorities and where progress is already being made. My response to each recommendation is set out in this document.

This was an undoubtably challenging period for Amgueddfa Cymru. I am pleased the Committee is satisfied the decision to attempt to achieve a settlement, instead of proceeding to a tribunal, was the right course of action. The settlement delivered a reasonable outcome, allowing all parties to resolve the matter as quickly as possible and avoiding the need for a protracted dispute which would likely have resulted in a greater cost to the public purse. We, along with Amgueddfa Cymru, continue to learn lessons from these events. The Committee's report, along with the report by Auditor General for Wales and the report from the independent Tailored Review panel, have helped inform the next steps.

As the Tailored Review panel rightly pointed out in its report in July 2023, Amgueddfa Cymru has much to celebrate. It is a huge asset to the nation and is a jewel in the crown of Welsh culture. Amgueddfa Cymru is entering a new and exciting phase under the leadership of its new Chair and Chief Executive. We continue to work in partnership with Amgueddfa Cymru to strengthen and build on the fantastic work already being done to inspire and inform the people of Wales.

I am fully aware of the impact the reduction to its revenue budget for 2024 to 2025 has had on Amgueddfa Cymru. In preparing this financial year's Budget, Ministers had to make tough decisions to radically reshape spending plans. Unfortunately, there was no flexibility to prevent cuts to Amgueddfa Cymru's budget, however, I am committed to supporting Amgueddfa Cymru to thrive and not merely survive. Amgueddfa Cymru faces significant challenges in maintaining its historic and iconic buildings, with National Museum Cardiff the priority. We have been assured the national collections are currently safe. However, additional support is needed. We have identified additional funding to enable Amgueddfa Cymru to undertake urgent repairs this financial year and are working with them at pace to develop appropriate plans and identify potential funding options for the next five years. Amgueddfa Cymru's highly skilled staff are instrumental in caring for our national collections and retaining jobs must be our priority. This is why we have reprioritised revenue funding originally allocated to delivering the culture strategy in 2024 to 2025 to mitigate job losses within the culture sector, including at Amgueddfa Cymru.

In May we published our draft priorities for culture. These set out our priorities and ambitions for culture for the next six years. We haven't held back in our ambitions for the sector and I hope this is an indication of our commitment to continue to explore all opportunities to support Amgueddfa Cymru as one of our treasured national institutions.

Jane Hutt MS, Cabinet Secretary for Culture, Social Justice, Trefnydd and Chief Whip

1. Response

In this chapter we set out our response to the recommendations in the Public Accounts and Public Administration Committee's (PAPAC) report. PAPAC's report includes 14 recommendations, some of which are for Amgueddfa Cymru. We have carefully considered each of the recommendations for the Welsh Government and have responded to each, setting out whether they have been accepted, accepted in principle or rejected. For each response, we have also set out if there are any financial implications.

The recommendations for Amgueddfa Cymru have been included here for completeness. Amgueddfa Cymru will respond separately to these.

Recommendation 1

Recommendation: Amgueddfa Cymru should ensure that all future Financial Reports are laid in both English and Welsh before the Senedd, concurrently, in the future, regardless of whether they are laid within the specified statutory window for doing so.

This is a recommendation for Amgueddfa Cymru's consideration.

Recommendation 2

Recommendation: Amgueddfa Cymru should provide the Committee with a copy of their updated grievance policies, highlighting how these have changed since the time of the original grievances raised by the former Director General and former Chief Operating Officer. Amgueddfa Cymru should explain the reason for any amendments and set out further information on the process of amending the policies.

This is a recommendation for Amgueddfa Cymru's consideration.

Recommendation 3

Recommendation: The Welsh Government should consider implementing a system of reviewing the grievance policies at all of its arm's length and sponsored bodies, to ensure they are robust and fit for purpose as a matter of urgency. The Welsh Government should assist these bodies in amending these policies, where there are issues identified, and update this Committee about its progress in auditing the policies currently in place.

Response: Reject

Grievance policies, together with other HR policies, are the responsibility of individual Accounting Officers. The Advisory, Conciliation and Arbitration Service (ACAS) provides a statutory code of practice on disciplinary and grievance procedures. Our arm's length bodies must follow a full and fair procedure in line with the ACAS Code of Practice for any discipline or grievance cases. We will provide advice where it is required.

Financial Implications: There would be significant staff cost in reviewing the grievance policies of each Welsh Government public body.

Recommendation 4

Recommendation: Future referrals to the Charity Commission by the Welsh Government should be communicated to this Committee at the earliest opportunity after a referral, to ensure the Committee is fully informed about any governance or organisational failures at public bodies.

Response: Accept

Future referrals to the Charity Commission will be communicated to the Committee and the Auditor General even if it is on a private basis.

Financial Implications: There are no financial implications.

Recommendation 5

Recommendation: We endorse recommendation 3 of the Auditor General's Public Interest Report and recommend that the Welsh Government clarifies processes within Managing Welsh Public Money to address scenarios clearly whereby itself is an involved party, particularly given the disconnect between the guidance and the calling in procedure guidance.

Response: Accept

We will address this in the updated version of Managing Welsh Public Money.

Financial Implications: There are no financial implications

Recommendation 6

Recommendation: The Welsh Government should set out a specific target date for publishing an updated version of Managing Welsh Public Money and keep this Committee informed of its progress in doing so.

Response: Accept

We have very recently identified resource to support the team responsible in undertaking the update to Managing Welsh Public Money. This piece of work is in its initial planning stage. We will provide the Committee with a more detailed timetable for the update to Managing Welsh Public Money in September 2024.

Financial Implications: Currently none but additional resource (staffing) may be required once the plan has been fully developed.

Recommendation 7

Recommendation: The Welsh Government should share with the Committee the outcome of the thematic work on resolving similar situations at other arm's length bodies as soon as possible

Response: Accept in Principle

We believe there may have been a misunderstanding of what we are producing. We are developing guidance for raising a concern or complaint against a Chair of a public body in Wales. We will share this guidance with the Committee when it has been finalised.

Financial Implications: There are no financial implications in sharing the guidance.

Recommendation 8

Recommendation: We recommend the Welsh Government provide the Committee with details of the appointment process adopted for the appointment of the former President of Amgueddfa Cymru to a new role reviewing Cadw. This could include the timeline for initially approaching the former President, whether any other potential candidates were considered for the role and, if not, why not. In addition, the response should set out whether any advice was sought, including legal, as part of the appointment process.

Response: Accept in principle

Roger Lewis was asked to Chair a time limited task and finish group to review the governance arrangements for Cadw. The appointment of the Chair and members of this task and finish group were not classed as public appointments. It is common practice for members and Chairs of task and finish groups to be selected because of their specialist knowledge and experience of the subject of interest. Roger Lewis brought a strong and highly relevant mix of commercial, public service and heritage experience to the review. He also put together a strong and authoritative task and finish group, with recognised expertise in their respective fields, to support him in the review.

Financial Implications: There are no financial implications.

Recommendation 9

Recommendation: Amgueddfa Cymru should set out any recommendations from the Tailored Review panel that are “no longer under consideration” and set out why this is the case

This is a recommendation for Amgueddfa Cymru's consideration.

Recommendation 10

Recommendation: The Welsh Government should update the Committee once the rollout of its self-assessment model for reviewing arm's length bodies is concluded. They should provide further details about its own evaluation of the benefits and downsides of implementing such a system of review.

Response: Accept

We will provide further details to the Committee once the rollout of the Self-Assessment Model is concluded.

Financial implications: There are no financial implications in terms of providing the update.

Recommendation 11

Recommendation: The Committee asks Amgueddfa Cymru to explain how it is managing the reduction in its staff to meet the budget shortfall, including providing information about, and a copy of, its workforce strategy or plan. Amgueddfa Cymru should also explain how the organisation anticipates its workforce will look following the cuts in staffing.

This is a recommendation for Amgueddfa Cymru's consideration.

Recommendation 12

Recommendation: Amgueddfa Cymru should provide information about its voluntary severance scheme. This should include the criteria for assessing applications to ensure that requisite skills and experience are being retained by the organisation, as well as the anticipated cost and savings, together with the timetable for its completion.

This is a recommendation for Amgueddfa Cymru's consideration.

Recommendation 13

Recommendation: Amgueddfa Cymru should set out the arrangements being put in place to support staff wellbeing and, in particular, if additional support, specific measures or arrangements are being provided during this challenging period.

This is a recommendation for Amgueddfa Cymru's consideration.

Recommendation 14

Recommendation: The Committee requests that the Welsh Government provides an update about discussions with Amgueddfa Cymru regarding the additional funding required to protect National Museum Cardiff, including how much additional funding will be made available and when will this package of funding be put before the Senedd for agreement. If considerations are ongoing, the Committee would welcome notification that this is the case, together with an indication of when decisions are likely to be made and when the Welsh Government is expecting to be able to share the information requested.

Response: Accept

On 10 July, the former Cabinet Secretary for Culture and Social Justice issued a written statement¹ on additional funding to ensure Wales' cultural institutions are protected and preserved. In the statement, the Cabinet Secretary announced that we are providing additional funding this financial year, with £1.3m of this earmarked for National Museum Cardiff. Our investment will ensure repairs can be carried out this financial year whilst we continue to work closely with Amgueddfa Cymru to develop plans to address the wider maintenance issues at the site over the coming years. We will update the Senedd and the Committee when the appropriate business case has progressed.

¹ www.gov.wales/written-statement-additional-funding-protect-and-preserve-wales-national-treasures

Financial Implications: Amgueddfa Cymru estimates an additional £30m is required to address the maintenance issues at National Museum Cardiff.