

Agenda – Y Pwyllgor Cydraddoldeb a Chyfiawnder Cymdeithasol

Lleoliad:	I gael rhagor o wybodaeth cysylltwch a:
Ystafell Bwyllgora 3 (Senedd)	Rhys Morgan
Dyddiad: Dydd Llun, 18 Mawrth 2024	Clerc y Pwyllgor
Amser: 13.30	0300 200 6565
	SeneddCydraddoldeb@senedd.cymru

Cofrestru cyn y cyfarfod (13:15 – 13:30)

Cytunodd y Pwyllgor ar 11 Mawrth 2024, yn unol â Rheol Sefydlog 17.42 (vi) i wahardd y cyhoedd i eitem 1 o'r cyfarfod hwn.

- 1 Atal trais ar sail rhywedd drwy ddulliau iechyd y cyhoedd:**
Cyfarfod grŵp cynghori
(13:30–14:30) (Tudalennau 1 – 12)
Egwyl (14:30–14:45)
- 2 Cyflwyniad, ymddiheuriadau, dirprwyon a datgan buddiannau**
(14:45)
- 3 Llywodraethiant Gwasanaethau Tân ac Achub: panel saith**
(14:45–15:30) (Tudalennau 13 – 29)

Jason Killens, Prif Weithredwr, Ymddiriedolaeth GIG Gwasanaethau Ambiwylans Cymru

Angela Lewis, Cyfarwyddwr Pobl a Diwylliant, Ymddiriedolaeth GIG Gwasanaethau Ambiwylans Cymru



4 Papurau i'w nodi

(15:30)

4.1 Briff National Energy Action Cymru: Tlodi Tanwydd yng Nghymru

(Tudalennau 30 – 34)

5 Cynnig o dan Reol Sefydlog 17.42 (vi) a (ix) i benderfynu gwahardd y cyhoedd o weddill y cyfarfod heddiw

(15:30)

6 Llywodraethiant Gwasanaethau Tân ac Achub: trafod y dystiolaeth a'r camau nesaf

(15:30–16:10)

(Tudalennau 35 – 80)

7 Cynllun Setliad yr UE: ystadegau wedi'u diweddarau

(16:10–16:15)

(To Follow)



MA JH/0471/24

26 Chwefror 2024

Annwyl cydweithwyr,

Ymchwiliad i ddull iechyd y cyhoedd o atal trais ar sail rhywedd: cyhoeddi adroddiad.

Rwy'n ysgrifennu i ddarparu ymateb Llywodraeth Cymru i adroddiad eich Pwyllgor. Yn gyntaf, rwy'n croesawu'n fawr y ffaith eich bod yn rhoi sylw i'r pwnc hwn; fel yr ydych yn nodi'n gywir yn eich teitl, mae'n rhaid inni i gyd 'chwarae ein rhan', ac rwy'n croesawu byrdwn cyffredinol eich casgliadau sy'n cefnogi dull gweithredu lle bydd iechyd y cyhoedd yn mynd i'r afael ag achosion yn ogystal ag effeithiau trais ar sail rhywedd. Rwy'n cytuno â'ch casgliad mai 'Y cyd-destun hollbwysig ar gyfer trais ar sail rhywedd yw anghydraddoldeb rhwng y rhywiau a normau diwylliannol lle mai dynion yw'r rhai sydd â'r pŵer, sy'n gwneud penderfyniadau ac sy'n arwain ar lefel gymdeithasol, yn y gweithle ac mewn teuluoedd'. Os ydym am fynd i'r afael â'r materion hyn, mae angen gweithredu fel cymdeithas gyfan, yn enwedig drwy ymgysylltu â dynion a bechgyn.

Dyma'r dull yr ydym wedi'i fabwysiadu yn ein Strategaeth Genedlaethol, yr ydym yn ei chyflawni drwy ein Bwrdd Partneriaeth Cenedlaethol a Glasbrint Trais yn erbyn Menywod, Cam-drin Domestig a Thrais Rhywiol. Rwy'n ystyried eich adroddiad yn gymeradwyaeth i'n dull gweithredu cyffredinol, ond mae yna feysydd i'w gwella bob amser, lle dylem herio ein hunain i wneud yn well, ac mae eich argymhellion yn gyfraniad gwerthfawr yn hyn o beth. Rwyf am ymateb i bob un o'ch argymhellion yn eu tro.

Argymhelliad 1. *Dylai Llywodraeth Cymru fabwysiadu dull gweithredu llywodraeth gyfan a gweithio gyda phartneriaid ar draws gwasanaethau cyhoeddus, y sector preifat a'r trydydd sector i hyrwyddo cydraddoldeb rhwng y rhywiau a chynhwysiant yng Nghymru. Er mwyn helpu i gyflawni hyn, dylai greu 'prawf cydraddoldeb rhwng y rhywiau' sy'n asesu effaith pob penderfyniad polisi a chynnig deddfwriaethol ar gydraddoldeb rhwng y rhywiau gyda'r nod o leihau gwahaniaethau rhwng y rhywiau. Dylid cyflwyno'r prawf cydraddoldeb rhwng y rhywiau cyn gynted ag y bo modd a dylid ei gymhwyso i holl benderfyniadau Llywodraeth Cymru o fis Rhagfyr 2024 ymlaen fan bellaf.*

Derbyn:

Mae Llywodraeth Cymru yn cydnabod pwysigrwydd sicrhau bod pob polisi yn cyfrannu at gyflawni ein hamcanion drwy gynifer o ymyriadau â phosibl, yn enwedig yng nghyd-destun ein hegwyddorion o safbwynt iechyd y cyhoedd sy'n sylfaenol i'n dull gweithredu. Credaf mai defnyddio'r Asesiad Effaith Integredig yn effeithiol yw'r ffordd iawn o weithredu'n

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

Bae Caerdydd • Cardiff Bay
Caerdydd • Cardiff
CF99 1SN

Gohebiaeth.Jane.Hutt@llyw.cymru
Correspondence.Jane.Hutt@gov.wales

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

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

Tudalen y pecyn 1

effeithiol, er fy mod hefyd yn cydnabod bod lle i wella wrth gymhwyso'r Asesiad Effaith Integredig a'r Asesiad Effaith Rheoleiddiol. Dyna pam fy mod wedi comisiynu adolygiad o'r asesiad o rywedd fel nodwedd warchoddedig o fewn yr Asesiad Effaith Integredig. Credaf y gallwn weithredu egwyddor yr argymhelliad hwn a chyflawni ei bwrpas o fewn yr adolygiad a phroses asesu effaith integredig ddiwygiedig, ac y byddai hyn yn fwy effeithiol na chreu mecanwaith ychwanegol.

Mae Is-adran Cydraddoldeb a Hawliau Dynol Llywodraeth Cymru wrthi ar hyn o bryd yn cynnal adolygiad o'n dull o asesu effaith ar gydraddoldeb, a chaiff templed, canllaw a chefnogaeth newydd eu creu. Dechreuodd y gwaith hwn ar ddiwedd 2023 a bydd yn parhau drwy 2024, ochr yn ochr â'r adolygiad o'r broses asesu effaith integredig ehangach.

Mae'r Tîm Cydraddoldeb wedi ymgysylltu â swyddogion ar draws y sefydliad mewn tri gweithdy ac, yn dilyn hyn, bydd yn gweithio gydag arweinwyr cydraddoldeb adrannau i ddrafftio templed newydd, gan ystyried cwestiynau sy'n gysylltiedig â holl nodweddion gwarchoddedig Deddf Cydraddoldeb 2010.

Mae rhyw yn nodwedd warchoddedig ac mae'r asesiad o'r effaith ar rywedd yn cael ei ystyried yn yr Asesiad o'r Effaith ar Gydraddoldeb.

Rydym yn canolbwyntio ar brif-ffrydio cydraddoldeb, sydd, gan weithio gyda'r tîm polisi rhywedd, yn cynnwys prif-ffrydio rhywedd.

Byddaf yn adrodd ar hynt yr adolygiad i'r Pwyllgor o fewn yr amserlen a nodir yn yr argymhelliad.

Fe wnaethoch hefyd awgrymu cam gweithredu pellach i gefnogi'r argymhelliad hwn er mwyn cyflawni'r amcan o weithredu ar lefel llywodraeth gyfan:

Cam gweithredu 1: Dylai Llywodraeth Cymru sicrhau bod pob cynllun cydraddoldeb yn ymdrin â gwahaniaethau rhwng y rhywiau, yn herio stereoteipiau ac yn meithrin diwylliant o barch a chydaddoldeb. Dylai weithio gyda phartneriaid ar gamau manwl y bydd yn eu cymryd yn y tymor byr, y tymor canolig a'r tymor hir i wella ymwybyddiaeth y cyhoedd o faterion sy'n ymwneud â rhywedd, hyrwyddo menywod mewn rolau arweiniol, a gorfodi hawliau sy'n gwarantu cydraddoldeb a rhyddid rhag gwahaniaethu, aflonyddu a thrais. Dylid rhoi diweddariad am y camau hyn i'r Senedd yn y Cyfarfod Llawn o fewn chwe mis i ddadl y Senedd ar yr adroddiad hwn, ac yn flynyddol wedi hynny.

Rwy'n hapus i adrodd ar y cam gweithredu hwn drwy'r Adroddiad Blynyddol ar drais a cham-drin a diweddariadau blynyddol Glasbrint Trais a Cham-drin. Rwyf hefyd am dynnu sylw at ein mecanwaith i sicrhau tryloywder ar gyfer y cynllun Rhywedd. Mae swyddogion yn darparu diweddariadau cynnydd, gan gynnwys adroddiad cynnydd blynyddol, i aelodau'r Fforwm Cydraddoldeb Rhywedd. Mae'r Fforwm Cydraddoldeb Rhywedd yn cynghori ar faterion cydraddoldeb ledled Cymru ac yn dwyn ynghyd randdeiliaid mewnol ac allanol sy'n gweithio ar faterion sy'n ymwneud â chydaddoldeb rhwng y rhywiau ledled Cymru. Mae'r aelodau, y cylch gorchwyl a'r cofnodion i'w gweld ar wefan Llywodraeth Cymru.

[Y Fforwm Cydraddoldeb Rhywedd](#)

Argymhelliad 2. *Dylai Llywodraeth Cymru gofleidio ei rôl fel arloeswr ac arweinydd wrth gymhwyso dull iechyd y cyhoedd o ymdrin â thrais ar sail rhywedd, a hynny drwy:*

- *nodi cyfleoedd i godi ymwybyddiaeth a chreu cyd-ddealltwriaeth gyffredin o'r dull a'r Glasbrint;*

- *cyfrannu at y sylfaen dystiolaeth ar yr hyn sy'n gweithio, a hynny drwy fynd ati'n rhagweithiol i gyhoeddi diweddariadau ar y cynnydd sydd wedi ei wneud ac adnoddau a ddefnyddir yn sylfaen i'r Glasbrint;*
- *parhau i flaenoriaethu gwaith gyda'r genhedlaeth nesaf drwy raglenni effeithiol wedi'u hanelu at blant a phobl ifanc.*

Derbyn:

Ar ran holl bartneriaid y Glasbrint, mae Llywodraeth Cymru yn arwain y gwaith o ddatblygu cynllun cyfathrebu ynghylch trais a cham-drin, sy'n adeiladu ar ymgyrchoedd effeithiol fel [lawn](#), ac sydd hefyd yn nodi sut y bydd cynnydd y Bwrdd Partneriaeth Cenedlaethol a'i wahanol ffrydiau gwaith yn cael ei rannu â rhanddeiliaid. Cyflwynwyd amlinelliad drafft o'r Cynllun Cyfathrebu i'r Bwrdd ym mis Ionawr, a oedd yn cynnwys cyfraniadau gan Plismona yng Nghymru a wnaeth ddadansoddiad o'r broses ymgysylltu â rhanddeiliaid ar gyfer y Glasbrint. Bydd y Cynllun Cyfathrebu a'r adnoddau i greu cyd-ddealltwriaeth gyffredin bellach o'r Glasbrint yn cael eu cwblhau erbyn diwedd Mawrth 2024.

O fewn ein cynllun ehangach, mae ymrwymiad i gyhoeddi adroddiadau cynnydd yn erbyn cynllun lefel uchel Glasbrint Trais a Cham-drin yn flynyddol. Yn ogystal, byddwn yn gwella gwe-dudalennau Llywodraeth Cymru ynghylch trais a cham-drin, gan gyhoeddi dogfennau eraill sy'n berthnasol ac yn rhoi gwybodaeth i'n rhanddeiliaid. Byddwn yn sicrhau bod y rhain yn cynnwys y diweddariadau cynnydd a chyfeiriadau at adnoddau, fel yr argymhellir gan y Pwyllgor.

Rydych wedi awgrymu cam gweithredu pellach i gefnogi'r argymhelliad hwn:

Cam gweithredu 2: Er mwyn hybu tryloywder ymhellach, edrychwn ymlaen at weld y cynlluniau gwaith a manylion aelodaeth pob un o ffrydiau gwaith y Glasbrint yn cael eu cyhoeddi, ac y mae'r Gweinidog wedi ymrwymo i'w cyhoeddi. Byddwn yn ysgrifennu at Lywodraeth Cymru ym mis Mawrth 2024 i gyd-fynd â diwedd y flwyddyn ariannol er mwyn ei dwyn i gyfrif am yr ymrwymadau hyn.

Rydym wedi cyhoeddi'r cynlluniau gweithredu lefel uchel. Rwy'n hapus i ymrwymo ymhellach i gyhoeddi'r cylch gorchwyl, sy'n cynnwys aelodaeth, ar gyfer y Bwrdd Partneriaeth a phob un o'i ffrydiau gwaith. Byddwn yn sicrhau bod y Pwyllgor yn derbyn copi o'r wybodaeth a gyhoeddir pan fydd ar gael ac o fewn yr amserlen hon.

Argymhelliad 3. *Dylai Llywodraeth Cymru nodi sut y bydd data, tystiolaeth a dadansoddiadau yn llywio'r gwaith o ddatblygu a gwerthuso polisiâu sy'n mynd i'r afael â chroestoriadedd trais ar sail rhywedd. Yn benodol, dylai Llywodraeth Cymru sicrhau bod eglurder i'r Unedau Tystiolaeth Cydraddoldeb, Hil ac Anableddau ynghylch eu blaenoriaethau, a chytuno ar amserlenni ar gyfer cwblhau cerrig milltir allweddol erbyn diwedd Ebrill 2024. Dylai'r ymateb gynnwys manylion am:*

- *y dyddiad targed ar gyfer cwblhau'r gwaith o sefydlu data gwaelodlin a chrynodeb o'r dangosyddion gwaelodlin y mae'n bwriadu eu defnyddio;*
- *y partneriaid y bydd yn gweithio gyda nhw i gasglu data gwaelodlin a'r dyddiad targed ar gyfer prif ffrydio ymdrechion o ran casglu data; a*
- *pryd y mae'n rhagweld y bydd y data a gesglir gan yr Unedau yn gallu cyfrannu'n ystyrlon at ddatblygu a gwerthuso polisi.*

Derbyn:

Mae swyddogion Polisi a Gwasanaethau Gwybodaeth a Dadansoddi o dimau Trais a Cham-drin a Chydraddoldeb wedi cyfarfod i sicrhau bod synergedd a chydweithio ar draws y ddau faes polisi mewn perthynas â mynd i'r afael â chroestoriadedd trais ar sail rhywedd. Mae hyn yn cynnwys gweithgarwch ar lefel strategol a chydweithio ar draws

agendâu ymchwil. Mae gwaith ar y gweill i nodi ffyrdd o sicrhau bod profiadau pobl sy'n agored i niwed mewn mwy nag un ffordd yn cael eu cofnodi ac yn llywio datblygiad polisi. Mae cynlluniau dadansoddol yn cael eu datblygu i ddiwallu'r anghenion ehangach o ran tystiolaeth. Mae hyn yn cynnwys nodi arferion gorau byd-eang ac adolygu'r llwybrau cymorth ar gyfer goroeswyr trais a cham-drin sy'n anabl. Mae Llywodraeth Cymru yn helpu ffrydiau'r Glasbrint i ymgorffori ymwybyddiaeth o bwysigrwydd croestoriadedd ym mhob agwedd ar drais ar sail rhywedd, ac o fewn y gweithgarwch hwn, y gallu i fonitro a gwerthuso'r broses.

Mae grŵp gorchwyl a gorffen wedi'i sefydlu i adeiladu ar y gwaith a wnaed yn 2019 mewn perthynas â dangosyddion cenedlaethol trais a cham-drin, a oedd wedi'i ohirio oherwydd y pandemig. Mae swyddogion Llywodraeth Cymru o dimau polisi, y Gwasanaethau Gwybodaeth a Dadansoddi a'r Cynghorwyr Cenedlaethol ar gyfer trais a cham-drin wrthi'n adolygu'r dangosyddion a fabwysiadwyd yn 2019.

Mae ymarfer mapio ar y gweill i nodi'r ffynonellau data sydd fwyaf addas i lywio'r dangosyddion unigol. Er bod y gwaith hwn yn dod yn ei flaen yn dda, mae nifer o heriau o ran defnyddio data'r DU sydd wedi'u dadgyfuno i lefel genedlaethol. Y bwriad yw y bydd yr ymarfer mapio a'r set ddrafft o ddangosyddion cenedlaethol, ynghyd â'r data cysylltiedig, yn creu llwyfan effeithiol ar gyfer cydweithio â rhanddeiliaid eraill.

Mae'r Gwasanaethau Gwybodaeth a Dadansoddi yn gweithio'n agos gyda'r Unedau Tystiolaeth Cydraddoldeb, Hil ac Anabledd ac maent eisoes wedi bod yn rhannu gwybodaeth ynghylch lle gallai'r gwaith groestorri. Er enghraifft, y gwaith parhaus o fapio dangosyddion a data ar gyfer fframwaith gwerthuso Cynllun Gweithredu Cymru Wrth-hiliol er mwyn dod â'r fframweithiau dangosyddion presennol ynghyd o amryw o feysydd portffolio Llywodraeth Cymru.

Rydych wedi awgrymu cam gweithredu pellach i gefnogi'r argymhelliad hwn:

Cam gweithredu 3: Dylai Llywodraeth Cymru bennu'r amserlenni ar gyfer creu'r Storfa Ganolog a sut y bydd y storfa yn cefnogi cydweithredu, rhannu gwybodaeth ac yn hwyluso ymchwil. Yn benodol, dylai Llywodraeth Cymru nodi cyfleoedd ar gyfer ymchwilio i ymyriadau sy'n ymgysylltu â dynion a bechgyn yn benodol er mwyn ychwanegu at y sylfaen dystiolaeth ar y mater hwn.

Bu'n rhaid diwygio'r cynllun i greu storfa oherwydd cyfyngiadau o ran adnoddau a phwysigrwydd neilltuo'r adnoddau sydd ar gael ar wasanaethau rheng flaen yn ystod argyfwng costau byw. Roedd y cynlluniau gwreiddiol yn cynnwys sefydliad â staff, ond mae'r gwaith i ddatblygu'r storfa yn canolbwyntio bellach ar greu rhwydweithiau 'rhithiol' ar gyfer y capasiti rheoli gwybodaeth ar draws y sector. Disgwylir i'r gwaith hwn gael ei gwblhau yn ystod y flwyddyn galendr hon. Yn y tymor byrrach rydym wedi cydnabod yr angen i gefnogi anghenion tystiolaeth y Glasbrint, ac rydym wedi bod yn gweithio i ddatblygu a gweithredu cynllun tystiolaeth ar draws strategaeth genedlaethol trais a cham-drin. Dylai'r gwaith cychwynnol hwn gael ei gwblhau erbyn diwedd Mawrth eleni. At ei gilydd, mae'r dull diwygiedig hwn sy'n wahanol i'r storfa a ragwelwyd yn flaenorol, yn ddarpariaeth gadarn, a fydd yn elwa o gael ei ymgorffori yng ngwaith ehangach yr Unedau Tystiolaeth.

Argymhelliad 4. *Dylai Llywodraeth Cymru gymryd camau ar fyrder i sicrhau bod gwasanaethau therapi chwim penodol ac arbenigol ar gael i bob baban, plentyn a pherson ifanc sy'n profi trais ar sail rhywedd neu sy'n dyst i drais o'r fath, a dylai fanylu ar y camau hyn yn ei hymateb i'r adroddiad hwn. Dylai hyn gynnwys:*

- *manyllion am sut y mae Llywodraeth Cymru yn gorfodi hawliau babanod, plant a phobl ifanc sydd wedi profi trais neu sydd wedi bod yn dyst i drais i gael mynediad at wasanaethau therapi penodol ac arbenigol drwy lwybr carlam;*

- *adolygu'r gwasanaethau therapi sydd ar gael i blant a phobl ifanc sydd wedi profi trais neu sydd wedi bod yn dyst i drais, a pha mor dda y mae'r gwasanaethau hyn wedi'u hintegreiddio i'r system iechyd ac addysg ehangach.*

Dylai'r gwaith hwn gynnwys yr holl randdeiliaid perthnasol (gan gynnwys yr heddlu, CAF/CASS a gwasanaethau cymdeithasol awdurdodau lleol), a rhaid bwrw ymlaen â'r gwaith ar fyrder gyda diweddariad yn cael ei roi i'r Senedd yn nhymor yr hydref 2024.

Derbyn:

Mae Llywodraeth Cymru, fel rhan o'i Rhaglen i Drawsnewid Gwasanaethau Plant, yn datblygu Fframwaith Ymarfer Cenedlaethol. Y fframwaith hwn fydd y gyfres gyntaf o safonau cenedlaethol ar gyfer gwasanaethau plant yng Nghymru, a bydd yn ategu gweithdrefnau eraill a luniwyd ar lefel Cymru gyfan, fel gweithdrefnau diogelu Cymru gyfan. Ei nod yw cryfhau a chefnogi ymhellach y gwaith o droi bwriad polisi yn arfer dyddiol. Datblygwyd y Fframwaith drwy weithio gyda'n partneriaid i adolygu a chryfhau ansawdd ac arferion i wella'r ffordd y darperir gwasanaethau. Bydd y safonau yn adlewyrchu dull amlasiantaethol, gan ein bod yn cydnabod bod angen, yn aml iawn, gefnogaeth nifer o weithwyr proffesiynol sy'n gweithio gyda'i gilydd fel tîm, ar blant sydd angen eu helpu a'u hamddiffyn. Bydd y safonau yn disgrifio'n well sut mae gwasanaethau i blant yn gweithio, gan sbarduno mwy o dryloywder. Mae gwaith ar y gweill i gwblhau'n derfynol y 6 safon newydd gyntaf erbyn diwedd Mawrth 2024, a chaiff y gweddill eu cydlunio erbyn diwedd 2024.

Y chwe safon newydd gyntaf fydd:

- Y safon ymarfer sy'n cynnwys y plentyn;
- Y safon oedolion y gellir ymddiried ynddynt;
- Llygaid ar y plentyn: y safon diogelu plant;
- Y safon plant a phobl ifanc sydd ar goll;
- Y safon gofal parhaus;
- Y safon llwythi gwaith y gellir ymdopi â nhw.

Yn ogystal, rwyf am gydnabod ei bod yn debygol bod yna fylchau yn y gefnogaeth i blant a phobl ifanc o fewn gwasanaethau cymorth i oroeswyr eu hunain. Rwy'n hapus i ymrwymo i gynnal adolygiad o'r ddarpariaeth yn y maes hwn a rhoi adroddiad i'r Senedd ar y canfyddiadau cynnar o fewn yr amserlen a nodwyd.

Ar hyn o bryd mae Llywodraeth Cymru yn ymgynghori ar Strategaeth Iechyd Meddwl a Lles newydd ar gyfer pob oedran ynghyd â Strategaeth Atal Hunanladdiad a Hunan-Niweidio. Mae'r strategaethau hyn yn nodi ein gweledigaeth a'n blaenoriaethau ar gyfer iechyd meddwl a lles, ac ar gyfer atal hunanladdiad a hunan-niweidio. Un o flaenoriaethau sylfaenol y Strategaeth Iechyd Meddwl a Lles newydd yw darparu system gymorth gysylltiedig ar draws iechyd, gofal cymdeithasol, y trydydd sector ac yn ehangach, lle gall pobl gael gafael ar y gwasanaeth cywir, ar yr adeg gywir, ac yn y lle cywir.

Bydd y gofal a'r cymorth yn canolbwyntio ar yr unigolyn, yn gweithredu ar sail tosturi ac yn rhoi'r ffocws ar adferiad, gyda phwyslais ar wella ansawdd, diogelwch a mynediad. Mae pobl sydd wedi eu heffeithio gan drais, cam-drin domestig, trais rhywiol ac ymosodiad yn cael eu nodi yn y Strategaeth Iechyd Meddwl a Lles fel grŵp nad oes gwasanaethau digonol ar eu cyfer. Yn ystod yr ymgynghoriad, eir ati i ymgysylltu'n benodol â'r rhai sydd â phrofiad personol.

Rydych wedi awgrymu cam gweithredu pellach i gefnogi'r argymhelliad hwn:

Cam gweithredu 4: Nodwyd rhai o'r heriau penodol a wynebir gan fenywod mudol yn ein hadroddiad: 'Trais ar sail rhywedd: Anghenion menywod mudol'. Byddwn yn gofyn i argymhellion a chasgliadau'r adroddiad hwnnw gael eu diweddarau yng Ngwanwyn 2024.

Rwy'n hapus i ymrwymo i roi'r wybodaeth ddiweddaraf o fewn yr amserlen a nodwyd.

Argymhelliad 5. *Dylai Llywodraeth Cymru ofyn i Brif Arolygydd Estyn dros Addysg a Hyfforddiant yng Nghymru gynnal adolygiad thematig cenedlaethol o berthnasoedd iach mewn ysgolion. Dylid cynnwys yr adolygiad yn y rhaglen adolygiadau thematig nesaf sydd ar gael, a dylid ei gwblhau o fewn yr amserlenni arferol.*

Dylai'r adolygiad:

- *cynnwys sylwadau ac argymhellion ar ddigonolrwydd adnoddau a hyfforddiant ar gyfer addysgu plant am gydberthnasoedd iach;*
- *ceisio cadarnhau a oes unrhyw gysylltiad rhwng diffyg darpariaeth a lefelau uwch o amddifadedd; a*
- *nodi'r arfer gorau o ran 'dulliau ysgol gyfan' wrth atal trais ar sail rhywedd.*

Derbyn:

Cynhaliwyd yr adolygiad thematig diwethaf ynghylch perthnasoedd iach yn 2017. A'r cwricwlwm newydd yn gwneud addysg am berthnasoedd iach yn orfodol fel rhan o addysg cydberthynas a rhywioldeb, byddai hwn yn gyfle da i adolygu'r arferion a'u heffaith yn gynnar yn y broses weithredu. Mae sgysiau eisoes wedi'u cynnal gyda'r Prif Arolygydd sy'n hapus i ymrwymo i adolygiad o'r math a nodwyd gan y Pwyllgor.

Yn ogystal, mae'r [Cynllun Aflonyddu Rhywiol rhwng Cyfoedion](#), a gyhoeddwyd ar 24 Ionawr 2024, yn nodi'r camau y bydd Llywodraeth Cymru a'i phartneriaid yn eu cymryd i atal ac ymateb ynghylch aflonyddu rhywiol ac [ymddygiad rhywiol niweidiol rhwng cyfoedion](#) mewn lleoliadau addysg. Mae'r Cynllun wedi cael ei ddatblygu a'i fireinio drwy ymgysylltu ag ystod o bartneriaid ar draws sectorau. Mae hyn yn cynnwys addysg, llywodraeth leol, yr Heddlu a'r trydydd sector.

Rydym yn edrych ymlaen at barhau â'r sgysiau hyn wrth inni fynd ati i weithredu'r Cynllun. Yr ysbryd hwn o bartneriaeth fydd yn sicrhau ein bod yn gallu darparu amgylchedd dysgu diogel i bob un o'n dysgwyr.

Argymhelliad 6. *Rhaid i Lywodraeth Cymru gymryd camau ar unwaith i sicrhau bod athrawon yn cael eu hatgoffa o'r ddyletswydd orfodol sydd arnynt i adrodd ar achosion o anffurfio organau cenhedlu benywod. Yn y tymor hwy, dylai Llywodraeth Cymru weithio gydag Estyn i sefydlu trefniadau monitro a mesurau diogelu i roi sicrwydd bod athrawon yn ymwybodol o'u dyletswyddau cyfreithiol o ran atal trais ar sail rhywedd. Dylai'r gwaith i sefydlu'r mesurau monitro hyn gael ei gwblhau erbyn mis Medi 2024.*

Derbyn:

Byddwn yn ysgrifennu at ysgolion i ailbwysleisio pwysigrwydd rhoi gwybod am achosion o anffurfio organau cenhedlu benywod.

Bydd arolygwyr Estyn yn parhau i werthuso a yw holl staff ysgolion yn glir ynghylch eu cyfrifoldebau a'r hyn y mae angen iddynt ei wneud i amddiffyn disgyblion, gan gynnwys dyletswyddau 'PREVENT'. Mae'r canllawiau arolygu a'r fframwaith arolygu cryfach hefyd yn cwmpasu adolygiad o'r cynnig dysgu proffesiynol mewn ysgolion ac unedau cyfeirio disgyblion, i asesu pa mor dda y mae athrawon yn cael eu cefnogi i ymateb i faterion sy'n ymwneud â thrais ar sail rhywedd ac anffurfio organau cenhedlu benywod. Mae Estyn hefyd yn cyflwyno hyfforddiant i'r gweithlu arolygu cyfan, er mwyn sicrhau bod gan bob arolygydd y sgiliau a'r wybodaeth i ymateb i faterion diogelu.

Rydych wedi awgrymu cam gweithredu pellach i gefnogi'r argymhelliad hwn:

Cam gweithredu 5: Dylai'r Gweinidog Addysg ysgrifennu at sefydliadau addysg uwch yng Nghymru i'w hatgoffa o ddisgwyliadau Llywodraeth Cymru a chyfarwyddo'r Comisiwn Addysg Drydyddol ac Ymchwil i gydweithio â'r sector i gytuno ar gamau gweithredu sy'n cryfhau dulliau ataliol ar draws y sector.

Rwyf wedi gofyn i'r Gweinidog Addysg ysgrifennu yn y ffordd a awgrymir.

Argymhelliad 7. *Dylai Llywodraeth Cymru ei gwneud yn ofynnol i'w Phanel Cyngori ar Gadernid Digidol sydd newydd ei sefydlu gytuno ar ei flaenoriaethau a'i flaenraglen waith yn gyflym a chyhoeddi'r rhain erbyn diwedd mis Ebrill 2024. Dylai'r Panel egluro pa feysydd y bydd yn eu blaenoriaethu, amserlenni a ragwelir ar gyfer trefn ei flaenraglen waith a sut y bydd yn ystyried meysydd sylweddol o bolisi a deddfwriaeth nad ydynt wedi'u datganoli sy'n ymwneud â rheoleiddio digidol a rheoleiddio ar-lein.*

Derbyn mewn egwyddor:

Er fy mod yn gyfforddus iawn â phwrpas yr argymhelliad hwn, nid wyf yn credu y gallwn orfodi'r Panel fel hyn. Mae pob aelod o'r Panel Cyngori o dan 16 oed. Nid ydym yn rhagweld y bydd y panel yn gweithio yn y dull strategol a nodwyd, ac ni fyddem yn disgwyl iddo sefydlu rhaglen waith fel hyn.

Fodd bynnag, mae gennym raglen waith yn y maes hwn sy'n mynd i'r afael â'r materion y mae'r Pwyllgor yn eu codi.

O safbwynt Cadernid Digidol mewn Addysg, mae ein gwybodaeth, ein canllawiau a'n cefnogaeth ar gam-drin drwy ddelweddau a blacmel rhywiol ar-lein yn canolbwyntio ar ddysgwyr ifanc, ymarferwyr, a rhieni a gofalwyr. Mae Llywodraeth Cymru yn credu'n gryf bod maes diogelu yn gyfrifoldeb i bawb, ac mae wedi galw ar blatfformau'r cyfryngau cymdeithasol i gydnabod eu cyfrifoldeb a'u dyletswydd gofal hwythau ar ran defnyddwyr cyfryngau cymdeithasol o bob oedran.

Mae'n hanfodol ein bod yn dal platfformau cyfryngau cymdeithasol i gyfrif, ac mae Llywodraeth Cymru yn gwbl gefnogol i gyflwyno safonau clir a chyson ar draws platfformau cyfryngau cymdeithasol i wneud defnyddwyr yn fwy diogel.

Mae'r Internet Watch Foundation yn nodi bod mwy o achosion o flacmel rhywiol wedi dod i'w sylw yn ystod 6 mis cyntaf 2023 nag yn 2022 ar ei hyd. Pobl ifanc yn eu harddegau canol a hwyr (14 – 17 oed) yw'r rhai sydd yn y perygl mwyaf, ac mae'n debyg mai bechgyn sy'n cael eu targedu amlaf.

Rydym yn croesawu'r bwriadau a nodir ym Mesur Diogelwch Ar-lein Llywodraeth y DU (a dderbyniodd Gydsyniad Brenhinol ar 26 Hydref 2023) i geisio mynd i'r afael â deunydd anghyfreithlon a niweidiol ar-lein, gyda'r nod o atal niwed i unigolion yn y Deyrnas Unedig.

Mae Llywodraeth Cymru wedi ymrwmo i gydweithio â phartneriaid ledled y DU a llywodraethau eraill er mwyn cymryd camau gyda'i gilydd i gyflawni ein nodau cyffredin i wella darpariaeth, polisi ac arferion o ran diogelwch ar-lein.

Mae [Reporting Harmful Content](#) yn ganolfan adrodd genedlaethol i helpu pawb i roi gwybod am ddeunydd niweidiol ar-lein.

Ar dudalennau [Cadw'n Ddiogel Ar-lein](#) Hwb, mae cyngor ac arweiniad o bob math i rieni a gofalwyr, plant a phobl ifanc, ac ymarferwyr:

[Problemau a phryderon ar-lein: delwedd corff ar-lein a hunan-barch - Hwb \(llyw.cymru\)](#)

[Problemau a phryderon ar-lein: aflonyddu rhywiol ar-lein - Hwb \(llyw.cymru\)](#)

[Problemau a phryderon ar-lein: rhannu lluniau noeth - Hwb \(llyw.cymru\)](#)

Fis diwethaf, cyhoeddwyd erthygl "Views from the Experts" gan yr Internet Watch Foundation ar flacmel rhywiol a allai fod yn ddefnyddiol; [Blacmel rhywiol - Hwb \(llyw.cymru\)](#)

Argymhelliad 8. *Dylai Llywodraeth Cymru weithio gyda chyrrff iechyd i wella gallu gweithwyr gofal iechyd proffesiynol i adnabod arwyddion trais ar sail rhywedd, ac i ymateb i'r arwyddion hynny. Er mwyn gweithredu'r argymhelliad hwn, dylai Llywodraeth Cymru:*

- *ymestyn y ddyletswydd Gofyn a Gweithredu i weithwyr iechyd a gofal cymdeithasol proffesiynol eraill, a chyhoeddi canllawiau diwygiedig i feddygon teulu fel man cychwyn;*
- *olrhain ac adrodd yn gyhoeddus ar ystadegau ynglŷn â chyfranogiad staff mewn rhaglenni hyfforddiant;*
- *coladu a chyhoeddi ystadegau ynglŷn â phrydlondeb amseroedd ymateb (rhwng datgelu'r sefyllfa a chael eu gweld gan arbenigwr) o fewn llwybrau atgyfeirio Gofyn a Gweithredu;*
- *amlinellu'n glir y fethodoleg ar gyfer mesur effaith rhaglenni hyfforddiant.*

Dylid cwblhau'r gwaith hwn erbyn mis Mawrth 2025.

Derbyn:

Wrth dderbyn yr argymhelliad hwn, dylwn bwysleisio nad yw Gofyn a Gweithredu yn deillio o ddyletswydd. Yn hytrach, mae Deddf Trais yn erbyn Menywod, Cam-drin Domestig a Thrais Rhywiol (Cymru) 2015 yn sefydlu'r pŵer i Weinidogion Cymru gyhoeddi canllawiau statudol ac i Fyrddau Iechyd Lleol ac awdurdodau lleol lunio strategaethau lleol. Ffrwyth y canllawiau hyn yw Gofyn a Gweithredu, a gall y strategaethau lleol hynny lywio sut y caiff y rhaglen ei rhoi ar waith. Mae ffrwd waith Comisiynu Cynaliadwy Ar Draws Ein Systemau, un o ffrydiau gwaith ein Bwrdd Partneriaeth Cenedlaethol, yn adolygu'r canllawiau a'r trefniadau rhanbarthol presennol fel rhan o'i chynllun gwaith. Gall yr adolygiad hwn a'r canllawiau diwygiedig a fydd yn dilyn ystyried egwyddorion yr argymhelliad hwn i sicrhau bod gweithwyr iechyd a gofal cymdeithasol proffesiynol a meddygon teulu yn manteisio'n llawn ar yr hyfforddiant.

Yn dilyn yr adolygiad o Gofyn a Gweithredu, a gwblhawyd yn 2022, aethom ati o fis Ionawr 2023 i ymestyn y cyfle i ystod ehangach o weithwyr proffesiynol ym maes trais a cham-drin, nad ydynt yn dod o dan y rolau statudol, i fanteisio ar hyfforddiant Gofyn a Gweithredu. Wrth gwrs, roedd y cyrff statudol a oedd eisoes wedi'u nodi yn cynnwys Byrddau Iechyd Lleol ac Ymddiriedolaethau'r GIG.

Canfu adolygiad 2022 fod rhaglen Gofyn a Gweithredu 'yn cael ei gweld fel un bwysig a gwerthfawr sy'n cael effaith ledled Cymru ar gyfer y rhai sy'n cymryd rhan.' Rwy'n cydnabod gwerth cyhoeddi data ychwanegol a fyddai'n caniatáu craffu ac atebolrwydd pellach ynghylch effeithiolrwydd y rhaglen. Rwy'n hapus i weld hyn yn cael sylw drwy'r gwaith sy'n parhau i ddatblygu'r Fframwaith Hyfforddi Cenedlaethol, ac rwy'n cydnabod yr amserlen a argymhellir gan y Pwyllgor.

Argymhelliad 9. *Dylai Llywodraeth Cymru sefydlu seithfed ffrwd waith o fewn y Glasbrint Trais yn Erbyn Menywod, Cam-drin Domestig a Thrais Rhywiol, a dylai'r seithfed ffrwd honno wneud argymhellion uchelgeisiol ar sut y gall busnesau a sefydliadau greu gweithleoedd sy'n fwy diogel a chyfartal. Dylai'r ffrwd waith gynnwys gwybodaeth ymarferol am y polisïau, y gweithdrefnau a'r hyfforddiant sydd eu hangen i gefnogi'r nod hwn. Dylai'r grŵp weithredu mewn ysbryd o bartneriaeth gymdeithasol gyda chynrychiolaeth o blith cyflogwyr ac undebau llafur.*

Derbyn mewn egwyddor:

Bydd y Pwyllgor yn falch o nodi'r cynnydd rydym eisoes wedi'i wneud yn y maes hwn. Er fy mod yn hapus i fynd i'r afael â'r materion a godwyd gan y Pwyllgor, mae gennym eisoes fecanwaith a all fynd i'r afael â nhw yn llwyddiannus fel rhan o'n ffrwd waith Aflonyddu yn y Gweithle sydd wedi'i hen sefydlu, ac sy'n cael ei chydgadeirio gan Brif Uwcharolygydd o

Heddlu Gwent, ar ran Plismona yng Nghymru, ac Ysgrifennydd Cyffredinol TUC Cymru. Ni fyddwn am ychwanegu at y baich cyffredinol ar amser pobl mewn perthynas â'n Glasbrint, gan ddrysu briffiau o bosibl. Byddaf felly yn cyfeirio canfyddiadau a sylwadau'r Pwyllgor at y ffrwd waith sy'n bodoli eisoes i'w hystyried, i gefnogi'r amcanion a nodir yn eich adroddiad.

Argymhelliad 10. *Dylai Llywodraeth Cymru ystyried ariannu ymgyrch ymwybyddiaeth gyhoeddus ledled y wlad gyda model rôl gwrywaidd enwog iawn a all ysbrydoli dynion a bechgyn eraill i wneud safiad yn erbyn trais a hyrwyddo gwerthoedd ac ymddygiadau cadarnhaol. Mae'n bwysig sicrhau bod y person hwn yn wybodus am y mater ac yn cael hyfforddiant priodol i gyfathrebu ac eirioli dros newid yn effeithiol. Dylid cynnal gwerthusiad o'r effaith ar ddiwedd yr ymgyrch.*

Derbyn:

Rydym wedi ymrwmo i ddefnyddio ymgyrchoedd ymwybyddiaeth gyhoeddus o'r math a nodir fel rhan o'n strategaeth i ymgysylltu â dynion a bechgyn, er mwyn mynd i'r afael ag anghydraddoldeb rhwng y rhywiau, casineb a dirmyg at fenywod, a diwylliant 'gwrywdod gwenwynig' sy'n cael ei hyrwyddo mewn rhai cylchoedd, ond nad yw'n cynrychioli pob dyn. Rydym yn ymgysylltu â Chymdeithas Bêl-droed Cymru ac Undeb Rygbi Cymru i sicrhau bod chwaraeon yn chwarae eu rhan yn y dull gweithredu ar lefel cymdeithas gyfan yr ydym yn ymgymryd ag ef. Mae'r canfyddiadau diweddar o ragfarn ar sail rhyw a amlygwyd ar lefel sefydliadol yn Undeb Rygbi Cymru, er yn destun pryder mawr, yn gyfle i droi hyn ar ei ben, ac mae ymrwymiad yr Undeb i wneud hyn yn amlwg. Byddwn yn manteisio ar yr ymrwymiad hwnnw i wneud cyfraniad sy'n ymestyn y tu hwnt i Rygbi ei hun.

Fodd bynnag, yn ein gwaith gydag arbenigwyr cyfathrebu a chyfryngau cymdeithasol fel Cowshed, y mae Llywodraeth Cymru mewn contract â nhw i gyflawni ymgyrchoedd o'r math hwn, rydym wedi nodi, wrth ystyried pwy sydd â dylanwad ar bobl ifanc, bod cryn bwys i fodolau rôl o'r tu allan i fyd chwaraeon traddodiadol, (e.e. gemau fideo, crefft a diwydiant, cerddoriaeth). Oherwydd hyn, mae'n ddigon posibl y bydd ein cylch nesaf o ymgyrchoedd yn canolbwyntio ar feysydd eraill, wrth inni anelu i sicrhau'r effaith fwyaf bosibl.

Fel enghraifft o'n dull gweithredu, rwyf am dynnu eich sylw at ymgyrch [lawn](#) yr wyf yn ei hystyried yn llwyddiant sylweddol. Mae'r ymgyrch hon, sy'n gweithio gyda dynion a bechgyn ifanc mewn nifer o leoliadau, wedi profi i fod yn bellgyrhaeddol. Mae'r gwerthusiad a wnaed hyd yma wedi dangos bod y prif negeseuon a deunydd wedi cyrraedd cyfran enfawr o'r ddemograffeg darged yn ystod cyfnod yr ymgyrch (327,000 o ddynion 18-34 oed yng Nghymru, rhwng Gorffennaf a Medi 2023). Cyflawnodd yr ymgyrch hyn drwy dargedu'r ddemograffeg dan sylw ar sail diddordebau, lleoliadau, iaith, addysg a phroffesiynau. Profodd deunydd a oedd yn canolbwyntio ar feysydd diddordeb penodol iawn, neu a oedd yn hawdd uniaethu â nhw, yn hynod effeithiol ac yn bwynt mynediad mwy derbyniol i bwnc sy'n aml yn anodd ei drafod.

Byddwn yn parhau i dargedu a gwerthuso ein gwaith ymgyrchu yn y ffordd y mae'r Pwyllgor yn awgrymu, gan ddibynnu ar yr arbenigedd ymarferol iawn y mae arbenigwyr yn ei gynnig i'n dull gweithredu.

Argymhelliad 11. *Dylai Llywodraeth Cymru, drwy ei ffrwd waith i gyflawnwyr, gynnal adolygiad cyflym o'r rhaglenni i gyflawnwyr sydd wedi eu llunio i atal trais ar sail rhywedd, ac sydd ar gael ledled Cymru. Dylai'r adolygiad anelu at roi sicrwydd i ddiodefwyr ac eraill bod pob rhaglen yn ystyried eu diogelwch ac yn gallu dangos tystiolaeth o adsefydlu effeithiol. Dylai hefyd ystyried gwahanol ffactorau diwylliannol a chyd-destunol a all ddylanwadu ar effeithiolrwydd rhaglenni i gyflawnwyr. Dylid cwblhau'r adolygiad cyflym erbyn mis Mehefin 2024.*

Derbyn:

Rwy'n croesawu'r argymhelliad hwn ac yn rhannu awydd y Pwyllgor i wella ein hymateb i gyflawnwyr fel ffordd o leihau trais ar sail rhywedd. Rydym eisoes wedi dechrau ar ymarfer sy'n cyd-fynd â phwrpas yr argymhelliad hwn, drwy Ffrwd Waith Mynd i'r Afael â Chyflawni Trais ein Glasbrint. Lanswyd arolwg ledled Cymru ym mis Rhagfyr 2023, a ddaeth i ben ar

Chwefror 9 2024. Casglwyd gwybodaeth am yr holl wasanaethau sy'n cael eu darparu ledled Cymru ar hyn o bryd ar gyfer y rhai sy'n cyflawni trais. Mae hyn yn cynnwys gwybodaeth am feini prawf cymhwysedd, lefelau risg, achrediad, diogelwch dioddefwyr a'r math o fodel gweithredu.

Bydd canfyddiadau'r arolwg, a fydd yn nodi'r bylchau yn y gwasanaethau a ddarperir, a'r tueddiadau thematig, yn cael eu hadrodd i'r Bwrdd Partneriaeth Cenedlaethol ym mis Gorffennaf 2025. Bydd y gwaith hwn yn parhau drwy Gynllun Gweithredu Mynd i'r Afael â Chyflawni Trais a ffrwd waith Comisiynu Cynaliadwy Ar Draws Ein Systemau, i sbarduno a chefnogi gwasanaethau a gomisiynir sy'n ymateb i dystiolaeth ac anghenion, a fydd yn cydnabod anghenion diwylliannol penodol wrth i fodel y Glasbrint fynd rhagddo. Tynnwyd sylw aelodau'r ffrwd waith at yr argymhelliad hwn er mwyn sicrhau eu cefnogaeth i'w gyflawni. Bydd diweddariad yn cael ei gynnwys yn adroddiad blynyddol y Glasbrint.

Argymhelliad 12. *Dylai pob Aelod o'r Senedd ymrwymo i gwblhau hyfforddiant ar atal trais ar sail rhywedd erbyn diwedd 2024. Yn ogystal â'r ymrwymiad hwn, dylid annog staff cymorth Aelodau'r Senedd a staff Comisiwn y Senedd drwy'r sianeli priodol i ymgymryd â hyfforddiant o'r fath.*

Dylid ceisio'r hyfforddiant hwn gan ddarparwr arfer gorau, a dylid ceisio mynd i'r afael â normau diwylliannol ac arferion sy'n golygu bod trais ar sail rhywedd yn dal i ddigwydd, gan barchu amrywiaeth ddiwylliannol ar yr un pryd.

Er fy mod yn gefnogol iawn i'r egwyddor o sicrhau bod gan bawb ddealltwriaeth o drais ar sail rhywedd, gan fod yn rhaid inni i gyd 'chwarae ein rhan', byddai wrth gwrs yn amhriodol i Lywodraeth Cymru ymateb ar ran y Senedd yn hyn o beth. Rwy'n cymryd eich bod wedi cyfeirio'r argymhelliad hwn at yr awdurdod priodol.

Cam gweithredu 8: Dylai Llywodraeth Cymru weithio gydag awdurdodau lleol a/neu Gymdeithas Llywodraeth Leol Cymru i sicrhau bod gan gynghorwyr lleol fynediad i hyfforddiant ac adnoddau tebyg o ran delio â thrais ar sail rhywedd a dylai adrodd yn ôl ar hynny erbyn diwedd 2024.

Rwy'n hapus i ymrwymo i drafod y mater gyda CLILC, gyda'r bwriad o gyflawni'r cam gweithredu hwn.

Nodwyd dau gam gweithredu arall yn eich adroddiad.

Cam gweithredu 6: Dylai Llywodraeth Cymru gyhoeddi canlyniadau ei rhaglen ymyrraeth 'Paid Cadw'n Dawel' cyn gynted â phosibl ar ôl ei chwblhau.

Rwy'n hapus i ymrwymo i'r cam gweithredu hwn.

a

Cam gweithredu 7: Dylai Llywodraeth Cymru adrodd yn ôl ar ei gwaith gydag Iechyd Cyhoeddus Cymru i ystyried a oes angen dull penodol o ddelio â chamddefnyddio alcohol, ac a yw'n bwriadu comisiynu unrhyw waith ymchwil neu gasglu data i ddeall yn well y berthynas rhwng alcohol a thrais ar sail rhywedd o ystyried y bwlch yn y sylfaen dystiolaeth. Dylid darparu diweddariad i'r Senedd yn nhymor yr hydref 2024.

Hoffwn gyfeirio'r Pwyllgor at y Fframwaith Arfer Da ar gyfer Trais yn erbyn Menywod, Cam-drin Domestig, Trais Rhywiol a Chamddefnyddio Sylweddau <https://www.llyw.cymru/sites/default/files/publications/2019-02/fframwaith-arferion-da-mewn-perthynas-a-thrais-yn-erbyn-menywod-cam-drin-domestig-trais-rhywiol-a-chamddefnyddio-sylweddau.pdf> a gyhoeddwyd yn 2018, ond rwy'n hapus i sicrhau bod ymgyddwyr Cymru yn trafod hyn ymhellach gyda

Iechyd Cyhoeddus Cymru, ac ystyried pa gamau sydd eu hangen, gan roi'r wybodaeth ddiweddaraf i'r pwyllgor maes o law.

Rwy'n gobeithio bod yr ymateb hwn yn dangos fy ymrwymiad i weithio'n effeithiol gydag eraill, ac fel y dywedais wrth y Pwyllgor yn ystod eich sesiynau tystiolaeth, byddwn yn dysgu gyda'n gilydd. Unwaith eto, rwyf am ddiolch ichi am eich cyfraniad pwysig i'n cyd-ymdrech i sicrhau mai Cymru yw'r lle mwyaf diogel yn Ewrop i fod yn fenyw neu'n ferch.

Cofion

A handwritten signature in black ink that reads "Jane Hutt". The signature is written in a cursive style with a long horizontal stroke above the first letter 'J'.

**Jane Hutt AS/MS
Gweinidog Cyfiawnder Cymdeithasol a'r Prif Chwip
Minister for Social Justice and Chief Whip**

Mae cyfyngiadau ar y ddogfen hon

Tystiolaeth Ysgrifenedig ar gyfer Senedd Cymru, Pwyllgor Cydraddoldeb a
Chyfiawnder Cymdeithasol

Cyflwynwyd gan Ymddiriedolaeth GIG Gwasanaethau Ambiwlans Cymru

Mawrth 2024

Cyflwyniad

1. Mae Ymddiriedolaeth GIG Gwasanaethau Ambiwlans Cymru yn croesawu'r cyfle i ddarparu tystiolaeth i'r Pwyllgor Cydraddoldeb a Chyfiawnder Cymdeithasol i gefnogi ei ymchwiliad i Wasanaethau Tân ac Achub yng Nghymru. Mae'r dystiolaeth hon yn ymateb i'r cylch gorchwyl a amlinellwyd gan y pwyllgor ac yn canolbwyntio'n benodol ar yr elfennau ymchwiliad a nodir isod:
 - I ba raddau y cyfrannodd trefniadau llywodraethu at y methiannau a nodwyd yn adolygiad diwylliant GTADC.
 - Capasiti a galluogrwydd Awdurdodau Tân ac Achub i newid y strwythurau rheoli a'r arferion presennol sydd wedi'u nodi fel meysydd pryder posibl, a'u parodrwydd i gyflawni newid diwylliannol.
 - Effeithiolrwydd y mecanweithiau ar gyfer sicrhau bod tystiolaeth a gesglir trwy arolygiadau ac adolygiadau o Wasanaethau Tân ac Achub gan Brif Gynghorydd ac Arolygydd Tân ac Achub Cymru yn cael ei defnyddio ac y gweithredir arni a'r trefniadau ar gyfer dysgu ar y cyd o arolygiadau o Wasanaethau Tân ac Achub a gynhelir yng ngwledydd eraill y DU, yn benodol yn Lloegr, i lywio polisi.
2. Wrth ymateb, gall Ymddiriedolaeth GIG Gwasanaethau Ambiwlans Cymru fyfyrion ar ei phrofiad a'i dysg ei hun yn unig, gan gydnabod nad yw'n gyfarwydd â manylion llywodraethu a diwylliant y gwasanaethau tân ac achub, y tu hwnt i'r hyn a amlinellir yn yr adolygiad a gyhoeddwyd yn ddiweddar o Wasanaeth Tân ac Achub De Cymru. Mae Ymddiriedolaeth GIG Gwasanaethau Ambiwlans

Cymru yn sefydliad GIG, ac felly, mae ei threfniadau llywodraethu yn hollol wahanol i rai'r gwasanaethau tân ac achub. Gwneir y cyflwyniad tystiolaeth hwn gyda hyn mewn golwg.

3. Mae Ymddiriedolaeth GIG Gwasanaethau Ambiwlans Cymru (WAST) yn darparu gwasanaethau gofal iechyd i bobl ledled Cymru, gan ddarparu gofal clinigol a arweinir gan gleifion o ansawdd uchel lle bynnag a phryd bynnag y bo angen. Mae WAST yn mynychu mwy na 250,000 o alwadau argyfwng y flwyddyn, mwy na 50,000 o alwadau brys ac yn cludo mwy nag 1.3 miliwn o gleifion di-frys i ryw 200 o ganolfannau triniaeth ledled Cymru a Lloegr. Ei bobl ymroddedig yw ased mwyaf y sefydliad, yn cynnwys tua 4000 o weithwyr a 1000 o wirfoddolwyr. Hefyd, WAST yw darparwr y gwasanaeth 111 cenedlaethol.

Gwasanaeth Ambiwlans Cymru: Diwylliant a Diwygiad Diwylliannol

4. Yn dilyn archwiliad diwylliannol a hwyluswyd yn allanol ac arolwg cychwynol a archwiliodd hinsawdd diogelwch rhywiol yn hydref 2022, mae Gwasanaeth Ambiwlans Cymru wedi ymrwmo i ddiwygiad diwylliannol, datblygu arweinyddiaeth a gwella diogelwch seicolegol ar draws y sefydliad.
5. Cadarnhaodd yr archwiliad a'r arolwg fod gan Wasanaeth Ambiwlans Cymru, yn unol â llawer o sefydliadau eraill, waith i'w wneud i sicrhau bod diwylliant ei weithle yn un y gall pawb ffynnu ynddo. Cydnabyddir y gall ymddygiad gwael fod wedi cael ei oddef yn y gorffennol, ond nid yw, ac ni fu erioed, yn dderbyniol.
6. Er mwyn dod â staff ar daith o ddiwygiad diwylliannol, mae'n bwysig canolbwyntio ar addysg a chymorth, gan fynd i'r afael yn rhagweithiol ag ymddygiad gwael lle mae niwed amlwg ond ceisio cyflawni newid diwylliannol

gwirioneddol nad yw'n seiliedig ar ofn dial, ond ar fyfyrion a dysgu. Roedd prosesau a pholisïau eisoes ar waith i ymchwilio i bryderon a godwyd, ond roedd yn amlwg bod absenoldeb diwylliant codi llais heb ofn sy'n cynnwys diffyg ymddiriedaeth gan gydweithwyr yr effeithir arnynt, yn cael effaith dawelu. Wrth wrando ar gydweithwyr yr effeithir arnynt, mae'r sefydliad wedi dysgu a deall bod normau cymdeithasol dominyddol wedi normaleiddio ymddygiad gwahaniaethol wedi'i guddio fel tynnu coes, sydd wedi'i barhau gan yr ymdeimlad cryf o hunaniaeth a pherthyn sy'n bresennol yn niwylliant y gwasanaeth ambiwlans a all greu ofn gwrthodiad cymdeithasol.

Creu Gofod, Adeiladu Ymddiriedaeth a Gwrando

7. Mae Gwasanaethau Ambiwylans Cymru wedi ymateb i'r archwiliad diwylliannol hwnnw drwy ymrwymiad i rymuso ac ehangu lleisiau profiadau bywyd, a gyflawnwyd drwy lansio rhwydwaith a arweinir gan weithwyr (gan gynnwys myfyrwyr a gwirfoddolwyr).
8. Diben y rhwydwaith a phenodi eiriolwyr yw cofleidio arweinyddiaeth gan oroeswyr, galluogi dull dysgu o newid drwy'r hyn sy'n sefydliad gwasgaredig yn ddaearyddol, deall yn well a chael gwared ar rwystrau i godi llais, nodi anghydbwysedd pŵer niweidiol, cyfeirio at gymorth priodol, a darparu man diogel i gydweithwyr gael eu gweld a'u clywed. Yn ehangach, mae Rhwydwaith Lleisiau WAST yn cynrychioli ystod o wahanol safbwyntiau, profiadau, yn harneisio ysbryd cynhwysiant ac yn chwarae rhan allweddol wrth symud tuag at aeddfedrwydd diwylliannol.

Dysgu a Dull Sefydliadol

9. Wrth gydnabod yr effaith y gallai rhai digwyddiadau fod wedi'i chael ar unigolion, mae Bwrdd yr Ymddiriedolaeth wedi ymestyn ymddiheuriad cwbl ddidwyll. Wrth wneud hynny, nid bod yn amddiffynnol yw'r bwriad ond

cydnabod yn wirioneddol a dysgu o'r profiadau hyn. Mae'r gydnabyddiaeth hon yn gam hollbwysig i feithrin diwylliant o ymddiriedaeth a chydweithio o fewn WAST. Trwy gymryd perchnogaeth o ddiffygion sefydliadol ac ymrwymo i welliant parhaus, y nod yw adeiladu gweithle lle mae pawb yn teimlo'n ddiogel, yn cael eu parchu a'u cefnogi. Mae'r daith hon o fewnsylliad ac atebolrwydd yn agwedd hanfodol ar yr ymdrechion ehangach i greu gweithle sydd nid yn unig yn ddiogel ond yn wirioneddol gynhwysol ac empathig, fel y dangosir yn glir yng Nghynllun Pobl a Diwylliant yr Ymddiriedolaeth.

10. Gan ddefnyddio syniadau ar gyfer gwella a rannwyd drwy'r arolwg a thrwy wyddoniaeth ysgogi, mae Rhwydwaith Lleisiau WAST a'r Tîm Datblygu Sefydliadol wedi cyflwyno ystod o wahanol ymyriadau, gan gynnwys proses Rhyddid i Godi Llais newydd (gan gynnwys llwyfan adrodd dienw), mentora o chwith (cysylltu uwch arweinwyr â phrofiad bywyd), Parau Grymuso (mentora i gefnogi cydweithwyr sy'n profi syndrom y ffugiwr a gwella hyder), datblygu canllaw egwyddorion diogelwch rhywiol, ymgyrch bosteri, lansio podlediad sy'n ymchwilio i themâu cymdeithasol a'u cysylltiad â'r gweithle, cynnal digwyddiadau siaradwyr gwadd rheolaidd, darparu sesiynau dysgu pwrpasol sy'n cynnwys hyfforddiant gwylwyr gweithredol a hwyluso trafodaethau grŵp pynciol ym mhob digwyddiad croesawu cydweithwyr newydd.

11. Cydnabyddir hefyd nad yw'r ymyriadau hyn yn berthnasol i wella'r hinsawdd o ddiogelwch rhywiol yn unig, ond hefyd yn cefnogi ymdrechion y sefydliad i wella amgylchedd gwaith yr holl staff, meithrin gwell perthnasoedd rhwng rheolwyr a staff a gwella boddhad gweithwyr a chadw staff. Cydnabyddir bod hon yn broses hirdymor ac y bydd y newid diwylliannol hwn yn cymryd cryn dipyn o amser.

Llywodraethu ac Atebolrwydd

12. Mae Bwrdd WAST a'r Tîm Arwain Gweithredol wedi'u hysbysu'n llawn ac wedi bod yn gefnogol i'r gwaith hwn ac roeddent yn allweddol wrth gomisiynu'r ymarfer gwrando a gynhaliwyd yn 2021 a ddaeth â materion o fwlio ac aflonyddu o fewn y gwasanaeth i'r amlwg. Arweiniodd yr argymhellion o'r adroddiad hwnnw at yr arolwg diogelwch rhywiol a chafodd y Tîm Arwain Gweithredol ei friffio'n llawn o gyfnod cynnar mewn perthynas â'r themâu arwyddocaol a gododd.
13. Mae'r dull o greu lle ar gyfer gwrando a chael eu harwain gan y rhai y mae'r materion yn effeithio arnynt wedi sicrhau sianeli cyfathrebu agored a pherchnogaeth ar faterion gyda'r gwasanaeth. Dros y tair blynedd diwethaf, mae hyn wedi llywio rhaglen ddatblygu'r Bwrdd, wedi sicrhau trafodaeth aml ar lefel uwch, a datblygiad metrigau diwylliannol, ansoddol a meintiol, i ddangos newid diwylliant ystyrlon. Roedd penderfyniad ymwybodol i symud i ffwrdd o sefydlu cynllun gweithredu arwahanol a chadarn a ddyfeisiwyd gan uwch arweinwyr, ond i gymryd rhan mewn proses ddeinamig a grëwyd ar y cyd â'n Rhwydwaith Lleisiau.
14. Mae gan y metrigau a themâu diwylliannol nifer o fecanweithiau adrodd priodol. Mae'r Pwyllgor Pobl a Diwylliant yn derbyn diweddariadau chwarterol ar y themâu, ymhlith metrigau pobl a diwylliant eraill; mae'r Prif Weithredwr, y Cyfarwyddwr Anweithredol sy'n arwain pobl a diwylliant a'r Cyfarwyddwr Pobl a Diwylliant yn derbyn adroddiadau Gwarcheidwad chwarterol. Mae'r Tîm Arwain Gweithredol yn cael diweddariadau misol ar fetrigau diwylliannol, bob yn ail rhwng meintiol ac ansoddol bob mis ac yn cynnwys mesurau yn edrych ar faterion cydraddoldeb, amrywiaeth a chynhwysiant, recriwtio, cysylltiadau gweithwyr ac absenoldeb er enghraifft.

15. Mae rôl ganolog ein Prif Weithredwr a chymeradwyaeth unfrydol Bwrdd yr Ymddiriedolaeth wedi bod yn allweddol wrth ysgogi ymrwymiad i wella diwylliant y sefydliad. Mae uwch arweinwyr wedi cymryd safiad eofn wrth hyrwyddo'r achos hwn ac nid symbolaidd yn unig yw eu cefnogaeth ddiwro; mae'n fynegiant diriaethol o ymrwymiad y sefydliad i drawsnewid diwylliannol. Gan gydnabod yr angen am drafodaethau agored a didwyll, mae podlediadau wedi'u datblygu, sy'n canolbwyntio ar sgysiau am ddiogelwch rhywiol gyda chyfarwyddwyr, gan feithrin amgylchedd lle gall mewnwelediadau a dysgu lifo'n rhwydd.

16. Fel rhan o ddiwylliant codi llais, mae'r Prif Weithredwr, y Cyfarwyddwr Anweithredol sy'n arwain Rhyddid i Godi Llais heb Ofn a'r Cyfarwyddwr Pobl a Diwylliant yn derbyn diweddariad llafar ac ysgrifenedig yn uniongyrchol gan y Gwarcheidwad arweiniol am themâu allweddol a phatrymau adrodd drwy'r gwahanol lwybrau i godi llais. Mae hwn yn un o argymhellion allweddol Swyddfa'r Gwarcheidwaid Cenedlaethol (NGO) a hefyd yn argymhelliad allweddol o adolygiadau diwylliannol eraill i sicrhau bod uwch arweinwyr yn ymwybodol o themâu. Yn ogystal, mae'r Cyfarwyddwr Pobl a Diwylliant hefyd yn cael sgysiau misol gyda'r Prif Weithredwr i drafod themâu sy'n codi o'r timau Cydraddoldeb, Amrywiaeth a Chynhwysiant, Diwylliant a Gwasanaethau Pobl.

17. Mae Pwyllgor Pobl a Diwylliant yr Ymddiriedolaeth yn canolbwyntio'n frwd ar faterion diwylliant, yn derbyn adroddiadau rheolaidd ac yn ymchwilio'n fanwl i faterion sy'n ymwneud â diwylliant er mwyn i aelodau'r Pwyllgor, a'r Bwrdd ehangach, allu craffu ar waith yn y maes hwn a cheisio'r sicrwydd perthnasol.

18. Mae dileu hierarchaethau a ffiniau traddodiadol yn amlygu ymrwymiad yr Ymddiriedolaeth i wrando a dysgu o bob lefel o'r sefydliad. Mae'r dull hwn wedi hwyluso awyrgylch mwy cynhwysol a chydweithredol, gan ganiatáu ar gyfer

cyfnewid syniadau a phrofiadau heb ofni dial. Nid cyfarwyddeb o'r brig i lawr yn unig yw cymeradwyaeth Bwrdd yr Ymddiriedolaeth; mae'n ymrwymiad ar y cyd a gwirioneddol i ysgogi newid cadarnhaol. Mae cysylltiad gweithredol y Bwrdd â chwalu rhwystrau a meithrin cyfathrebu agored yn adlewyrchu ethos y sefydliad o gydgyfrifoldeb ac arweinyddiaeth gydweithredol wrth geisio sicrhau gweithle mwy diogel a mwy cynhwysol.

19. Mae gan Dîm Arwain Gweithredol, Bwrdd a Phwyllgor Pobl a Diwylliant Gwasanaethau Ambiwlans Cymru i gyd le ar gyfer trafodaeth, cymorth a dysgu, yn enwedig mewn perthynas â meysydd lle nad ydynt o bosibl yn cael eu heffeithio. Mae'r cyflwyniadau profiad bywyd ac astudiaethau achos gan gydweithwyr a defnyddwyr gwasanaeth yn cael eu hystyried yn ofalus gyda rhesymeg o ran yr effaith ar yr unigolyn sy'n cyflwyno, gan gynnwys caniatâd a chydabod yr anghydbwysedd pŵer posibl ac unrhyw anfantais wrth gymryd rhan; a chofnodi canlyniad a gweithgarwch dilynol yn ofalus. Mae mantra y NGO sef Codi llais, Gwranddo, Gofal dilynol yn darparu fframwaith defnyddiol.

Dysgu ehangach

20. Man cychwyn WAST ar gyfer newid oedd addef problem yn ei chyfanrwydd, waeth pa mor anghyfforddus y mae hynny wedi bod. Mae sefydliadau sydd wedi ymrwymo o'r blaen i gael gwared ar ymddygiad o'r fath wedi methu, fel y dangoswyd yn adroddiadau [Casey](#), [Afzal](#) ac [Atherton](#). Mae deffroadau diwylliannol yn parhau i ddigwydd ar draws gwahanol ddiwydiannau a sectorau, wedi'u hysgogi'n bennaf gan actifiaeth Cenhedlaeth Z (pobl a aned rhwng 1997-2012). Ffactor cyd-destunol gofal iechyd sydd hefyd yn dylanwadu ar sut y codir ymwybyddiaeth ar draws y sefydliad yw'r gred y bydd newid mewn

agweddau yn cael effaith gadarnhaol ar ofal cleifion a'r [bwlch iechyd cyffredinol rhwng y rhywiau](#) yng Nghymru.

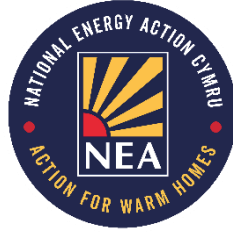
21. Mae'r Ymddiriedolaeth wedi bod yn agored ac yn dryloyw drwy gydol y daith hyd yn hyn a chymerodd dull rhagweithiol gyda'r cyfryngau i ddangos ein hymrwymiad i newid cadarnhaol, gan weithio gyda [BBC Wales](#) i dynnu sylw at y gwaith hwn ym mis Awst 2023. Mae'r sefydliad wedi'i gydnabod gan ystod eang o randdeiliaid allanol gan gynnwys Y Cyngor Proffesiynau Iechyd a Gofal (HCPC), Coleg y Parafeddygon, a Chymdeithas Prif Weithredwyr Ambiwylansys fel un sy'n arwain y sector gyda'r dull a'r ymrwymiad i ddiogelu diwylliant Gwasanaeth Ambiwylans Cymru drwy gymryd perchnogaeth o'r gorffennol a'r presennol drwedd a thro.

22. Mae WAST wedi ymrwymo i ddull y sector ambiwlans gyfan at [Leihau Casineb at Fenywod a Gwella Diogelwch Rhywiol](#). Yn ddiweddar, darparodd Cymdeithas Prif Weithredwyr Ambiwylans dystiolaeth lafar a chyflwynodd [dystiolaeth ysgrifenedig](#) sy'n amlygu pryderon cynyddol, i alwad gan Senedd y DU am gyflwyniadau.

Casgliad

23. Dysg allweddol Gwasanaeth Ambiwylans Cymru fu addef y canfyddiadau ac ymddiheuro i'r rhai yr effeithir arnynt, pwysigrwydd arweinyddiaeth ym mhob rhan o'r sefydliad, cymryd rhan mewn trafodaethau, myfyrio a chreu gofod, ond yn bennaf oll, gwrando a derbyn bod yna cryn bellter i'w deithio o hyd fel sefydliad.

Eitem 4.1



Fuel Poverty in Wales

Every person in Wales should be able to live in a warm, safe and healthy home. Yet now more than ever, this isn't the case. A toxic combination of high energy prices, low incomes, and inefficient housing deny this to hundreds of thousands of households.

This briefing has been prepared by National Energy Action (NEA): the national charity, working across Wales, England, and Northern Ireland, to end fuel poverty.

Fuel poverty: What is it and how is it defined?

A household is regarded as being in fuel poverty if they are unable to keep their home warm at a reasonable cost. This is measured as any household needing to pay more than 10% of their full household income to maintain a satisfactory heating regime. Those households needing to pay more than 20% of their full household income are regarded as being in severe fuel poverty. If a household is spending more than 8% but less than 10% of their household income, they are considered to be at risk of fuel poverty.

How many people live in fuel poverty in Wales?

Following the energy crisis, the number of households living in fuel poverty in Wales has sharply increased. In 2018, 12% of all households in Wales were estimated to be living in fuel poverty. This increased to 14% in October 2021, to up to 45% (614,000) of all households by April 2022. Of these, 8% (115,000) are living in severe fuel poverty. It is estimated that 98% (217,700) of all lower-income households live in fuel poverty, over four in 10 of whom are estimated to be in deep, severe fuel poverty¹.

These estimates remain worryingly relevant as average energy costs currently remain as high as they were in April 2022². The personal impacts of high prices on households are also exceptionally acute. With deficit budgets and nothing left to ration, the poorest households living in the least efficient homes continue to face desperate conditions. Forced to live in one room, because that is all they can try and heat. Eating cold food because they cannot afford to feed the meter. Often going without energy entirely, to the acute detriment of their health and wellbeing. Self-rationing. Self-disconnecting. Falling into overwhelming debt. The severity of the situation has prompted the energy crisis and its impacts to be one of the most prominent public policy challenges facing Wales and the UK in recent history.

Tackling Fuel Poverty Plan (2021-2035):

Welsh Government's *Tackling Fuel Poverty Plan (2021-2035)*³ was published in March 2021 to address fuel poverty in Wales and to support those "struggling to meet the cost of their domestic energy needs".

The plan includes three non-statutory targets, namely that by 2035 as far as reasonably practicable:

- no households are estimated to be living in severe or persistent fuel poverty;
- not more than 5% of households are estimated to be living in fuel poverty at any one time; *and*
- the number of all households "at risk" of falling into fuel poverty will be more than halved based on the 2018 estimate.

It contains 10 short-term, priority actions for 2021-23, which the Welsh Government is in the process of updating for 2024-26. This includes an action to continue investing and delivering home energy efficiency improvements through the Warm Homes Programme.

Warm Homes Programme:

The route to a warm and safe home in the long term is rooted in solutions that are already known. Of the three key drivers of fuel poverty, it is energy efficiency that sits most squarely within the Welsh Government's control and is a primary focus of its flagship programme to tackle fuel poverty: the Warm Homes Programme.

The demand-led scheme, Nest, offers a package of free home energy efficiency improvements to households who are in receipt of a means-tested benefit (or relative low income) and who live in a very energy inefficient home. The scheme also provides advice on saving energy, money management, fuel tariffs, benefit entitlement checks and referral to alternative schemes to all householders in Wales.

A new demand-led scheme to replace Nest is due to launch in April 2024. The Welsh Government has stated that it will continue to act as its primary mechanism to tackle fuel poverty, whilst also contributing towards a just transition to Net Zero. It intends to focus support on deeper retrofit for those least able to pay, taking a 'fabric, worst and low carbon first approach' delivering measures to improve the energy efficiency of the least thermally efficient low-income households in Wales.

What more needs to be done to tackle fuel poverty in Wales?

1. Introduction of energy-efficiency based interim targets into the *Tackling Fuel Poverty Plan (2021-2035)*

The publication of the plan and its actions were, and still are, welcomed by National Energy Action. However, as per ongoing calls from NEA and partners in the Fuel Poverty Coalition Cymru, there remains a noticeable lack of interim targets in the plan, despite the Welsh Government's statutory obligations to specify such targets. This requirement is set out in the *Warm Homes and Energy Conservation Act (WHECA) 2000*, as amended by the *Energy Act 2013*, to "specify interim objectives to be achieved and target dates for achieving them"⁴.

With eleven years left between now and the end target date of 2035, there are widespread concerns that three non-statutory targets, spanning three Senedd terms, with no interim milestones, seriously risks not driving the sustained and necessary action and investment that is required to address fuel poverty in Wales.

The introduction of meaningful energy efficiency-based interim targets would provide a clearer pathway to 2035 and vital opportunities to review progress within the Welsh Government's control. It would enable the Welsh Government to periodically review the effectiveness of its strategy and each of its shorter-term actions and allow Members of the Senedd and stakeholders to support the same.

National Energy Action's latest UK Fuel Poverty Monitor demonstrates the significant benefits of meeting energy-efficiency based fuel poverty targets, including total cumulative energy bill savings, yearly household bill savings and environmental impact⁵. In England, the UK Government has a statutory target for all fuel poor homes to meet EPC C by 2030. Modelling by Gemserv illustrates that approximately £2bn of funding would be required in Wales to ensure that all low-income households live in a property with an EPC C by 2030: £1bn of which would be required from additional government investment in Wales, alongside £1bn via private and social landlords. While this would represent a significant increase in funding, a Westminster election in 2024 comes with the possibility of new financial settlements for Wales and increases of this scale may be achievable.

2. Warm Homes Programme: scale and funding

There is an urgent need to improve the energy efficiency of fuel poor homes in Wales, to make them much warmer, greener, healthier places to live, with energy bills that are permanently low.

The tender document published by the Welsh Government as part of the procurement process for the new programme outlines that a supplier would be expected to undertake work on 11,500 properties over 7 years. This is equivalent to just over 1,600 properties a year. Based on these figures, it would take over 130 years to improve the energy efficiency of the homes of all our lower-income households currently estimated

to be in fuel poverty (i.e., up to 217,700).

If the Welsh Government is to meet its 2035 targets, dramatically reduce fuel poverty and eradicate severe fuel poverty as far as is reasonably practicable, as well as reduce carbon emissions and ensure a fair and affordable transition to net zero, it is vital the scheme receives as much funding as possible in future years.

3. Additional support from the UK Government:

With average energy prices currently sitting at £1,928 per year, standing charges in Wales at record highs, and people in deeper energy debt than ever before, there is an urgent need for additional support from the UK Government. This must be done through the following mechanisms:

1. **The introduction of a 'Help to Repay' scheme for those in debt.** NEA supports proposals to implement a debt repayment scheme⁶ to provide debt relief and repayment matching.
2. **Deeper price protection to make energy costs more affordable for vulnerable, low-income households.** This could be introduced in the form of a social energy tariff which would subsidise energy prices for fuel poor households.
3. **To reduce standing charges for prepay customers and reduce the ongoing premium Standard Credit customers still face.** Proportionately more households in Wales use prepayment meters compared to England and are significantly impacted by these charges. In addition, those who pay by standard credit are more likely to be vulnerable across several metrics yet pay more for their energy than direct debit customers.

¹ [Fuel poverty modelled estimates for Wales](#), Welsh Government, 2022.

² See [Twitter thread](#) by Ben Saltmarsh, Head of Wales, National Energy Action, 2023.

³ [Tackling fuel poverty 2021 to 2035](#), Welsh Government, 2021.

⁴ [Warm Homes and Energy Conservation Act 2000](#).

⁵ Our analysis shows that if Wales had a similar target to England, then the following benefits could be accessed cumulatively up to 2030: £1.1bn in total cumulative energy bill savings for households; £0.2bn in value of increases to thermal comfort; £0.2bn in increased capital value of private rented properties; 3,000 additional full time jobs employment impact; 1.7 MtCO₂e in reduced carbon emissions; £5.5bn in improved air quality damage cost savings. See [UK Fuel Poverty Monitor 2022-23](#), National Energy Action.

⁶ [Help to Repay Scheme Proposal](#), Money Advice Trust, 2023.



Tackling Fuel Poverty Plan (2021-2035) – Interim Targets

Overview

Welsh Government's *Tackling Fuel Poverty Plan (2021-2035)*¹ was published in March 2021 to address fuel poverty in Wales and to support those “struggling to meet the cost of their domestic energy needs”.

The plan includes three non-statutory targets, namely that by 2035 as far as reasonably practicable:

- no households are estimated to be living in severe or persistent fuel poverty;
- not more than 5% of households are estimated to be living in fuel poverty at any one time; *and*
- the number of all households “at risk” of falling into fuel poverty will be more than halved based on the 2018 estimate.

The publication of the plan and its actions were, and still are, welcomed by National Energy Action. However, there remains a noticeable lack of interim targets in the plan, despite the Welsh Government's statutory obligations to specify such targets. This requirement is set out in the *Warm Homes and Energy Conservation Act (WHECA) 2000*² to “specify interim objectives to be achieved and target dates for achieving them”.

Why should interim targets be introduced?

The context around fuel poverty has changed significantly and rapidly since the original plan was first published in 2021. With fuel poverty estimates in Wales increasing from 12% of all households in Wales in 2018, to 14% in October 2021, to up to 45% (614,000) of households by April 2022, the strategy has been overwhelmed by the scale of the energy crisis.

With eleven years left between now and the end target date of 2035, there are widespread concerns that three non-statutory targets, spanning three Senedd terms, with no interim milestones, seriously risks not driving the sustained and necessary action and investment that is required to address fuel poverty in Wales. In National Energy Action's latest UK Fuel Poverty Monitor (UKFPM)³, 1 in 2 stakeholders who responded to our Call for Evidence told us that at least one of the three targets for Wales is unlikely to be met.

The introduction of meaningful interim targets would provide a clearer pathway to 2035 and vital opportunities to review progress. It would enable the Welsh Government to periodically review the effectiveness of its strategy and each of its shorter-term actions and allow Members of the Senedd and stakeholders to support the same.

It is understood that the Welsh Government is facing its toughest budgetary situation since devolution and that resources are limited as a result. The introduction of interim targets would help maximise the effective use of funds through prioritisation to key areas.

Energy efficiency-based targets

The route to a warm and safe home in the long term is rooted in solutions that are already known. Of the three key drivers of fuel poverty, it is energy efficiency that sits most squarely within the Welsh Government's control and is a primary focus of its flagship programme to tackle fuel poverty: the Warm Homes Programme. As such, it is advised that the Welsh Government should introduce energy efficiency-based targets as interim targets in the *Tackling Fuel Poverty Plan*³

Introducing such interim targets and committing to them as a core element of wider fuel poverty goals, would not only support the Welsh Government to meet statutory requirements, but help to realise these benefits in Wales. It would also embed welcome Worst First and Fabric First overarching principles of the Welsh Government's *Tackling Fuel Poverty Plan* into its targets and actions.

In England, the UK Government has a statutory target for all fuel poor homes to meet EPC C by 2030. As part of the UKFPM, modelling by Gemserv illustrates that **approximately £2bn of funding** would be required in Wales to ensure that all low-income households live in a property with an EPC C by 2030: **£1bn of which would be required from additional government investment in Wales, alongside £1bn via private and social landlords**. This is an example of an interim target that could be introduced and funded as described.

Benefits and opportunities

There are several benefits associated with the introduction of energy efficiency-based interim targets:

1. Our latest UK Fuel Poverty Monitor has demonstrated the significant benefits of meeting energy efficiency-based fuel poverty targets. It shows that if Wales had a similar target to England, then the following benefits could be accessed cumulatively up to 2030:
 - a. £1.1bn in total cumulative energy bill savings for households
 - b. £0.2bn in value of increases to thermal comfort
 - c. £0.2bn in increased capital value of private rented properties
 - d. 3,000 additional full time jobs Employment impact
 - e. 1.7 MtCO₂e in reduced carbon emissions
 - f. £5.5bn in improved air quality damage cost savings
2. Improving the energy efficiency of inefficient, fuel poor homes in Wales is inescapable and must be done in order to meet fuel poverty and climate change targets and become the "low carbon society" envisioned in the *Well-being of Future Generations Act*.
3. The longer energy-inefficient homes are left untreated, the more costly the work becomes to both the Welsh Government and the householders who are suffering in the meantime. As such, there is an urgent need to improve the energy efficiency of fuel poor homes.
4. Poor quality housing has wider, detrimental impacts on health and wellbeing. It is estimated to cost the NHS in Wales £95m every year⁴ and, at its worst, leads to premature deaths. Spending on energy efficiency will ultimately result in savings in the longer term⁵.

There are also several opportunities available to support this:

- There are opportunities to maximise external resources and funding, such as through the private rented sector, social landlords, and UK Government schemes (including ECO).
- An upcoming Westminster election in 2024 comes with the possibility of new financial settlements for Wales.

¹ [Tackling fuel poverty 2021 to 2035](#), Welsh Government.

² [Warm Homes and Energy Conservation Act 2000](#).

³ [UK Fuel Poverty Monitor 2022-23](#), National Energy Action.

⁴ [The full cost of poor housing in Wales](#), Public Health Wales.

⁵ Public Health Wales estimate that for every £1 spent on improving warmth in vulnerable households, this results in £4 of health benefits, and there could be close to 40% fewer hospital admissions for some cold-related illnesses in those with upgraded homes." [See Making a Difference Housing and Health: A Case for Investment](#), Public Health Wales.



Eitem 6
Fire Officers' Association
London Road
Moreton-in-Marsh
Gloucestershire
GL56 0RH

Jenny Rathbone MS

by Email

29th February 2024

Dear Ms Rathbone

Equality and Social Justice Committee Inquiry

Thank you for your letter dated 13th February regarding governance arrangements for South Wales Fire and Rescue Service. The Fire Officers Association does not have a branch representative in South Wales Fire and Rescue Service therefore we do not have intimate knowledge of the service or its fire and rescue authority. There are no tools available such as His Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) to use to gain an insight into the service.

That said I have read the South Wales culture review report and conducted my own limited research into the South Wales Fire Authority using what is available. I also have approaching 40-years' experience of the fire and rescue service as an employee as well as many years representing the Fire Officer's Association and its members.

I therefore offer the following comment;

Having viewed a number of South Wales Fire and Rescue Authority meetings it is clear to me that many of the local Councillors do not possess the requisite skills to provide the level of oversight, scrutiny and challenge required when providing governance for a large (in fire and rescue service terms) public sector organisation. Many of the fire authority members make little or no contribution during the meetings and some fire authority members become confused with regard to the content of some of the papers. However well meaning, the current Fire and Rescue Authority members are not and are unlikely to be in a position to provide the level of effective strategic oversight needed to assist the organisation in achieving the cultural change required.

The Welsh Government's 2018 consultation on reform of fire and rescue services appears not to have delivered the outcomes intended by the Welsh Government. With regard to the number and quality of fire authority members (in SWFRS) there appears to have been no change whatsoever. Governance has not been strengthened therefore I can only conclude that the lack of effective strategic oversight has contributed to the current situation in South Wales. Unfortunately, this is not unique to South Wales as, all too often, we have encountered fire and rescue authorities around the United Kingdom that are unable to provide the level of strategic

direction and oversight required to avoid decisions being made that are not in the best interests of the service and the public.

You will be aware that in England in 2017 HMICFRS assumed the role of inspection of fire and rescue services. Before 2017 it was very difficult if not impossible to gauge the performance of fire and rescue services. A system of "Peer Review" was in place but this system of inspection had many flaws. HMICFRS with its long tradition of inspection of police forces brought a level of inspection never seen before in English fire and rescue services. The inspection regime provides the evidential rigour required for a modern fire and rescue service. It is also easy to monitor the relative performance of all English fire and rescue services unfortunately the same cannot be said for fire and rescue services in Wales. The HMICFRS system is not perfect but it is evolving after each round of inspections.

There is a need to strengthen the inspection regime in Wales and improvements will only materialise if the Welsh Government is able to invest in a HMICFRS type system of inspection which includes publishing the results.

In conclusion the Fire Officers Association is an independent fire and rescue service trade union with no political affiliation. Our role is to assist our members where necessary. Having worked in a fire and rescue service that at times had what can only be described as a "toxic" culture I think it is of paramount importance that we do what we can to assist the process that provides a more pleasant working environment that will add value to the organisation which can only benefit the service and the public they serve.

Yours sincerely



Ade Robinson
Chief Executive Officer
Fire Officers Association

1. The extent governance arrangements contributed to the failings identified in the SWFRS culture review.

- 1.1 While Mid & West Wales Fire & Rescue Authority (MAWWFRA) is familiar with the general findings relating to Fire Authority Governance from within the South Wales Fire & Rescue Service (SWFRS) report, it is not familiar with the same level detail for which South Wales Fire & Rescue Authority (SWFRA) would have been aware of from its Officers. However, on a point of effective Fire Authority governance within a Welsh Fire & Rescue Service, I am encouraged by the views captured by Fennella Morris KC which indicated that SWFRA does have sufficient legal structures in place for effective governance of the Service in relation to issues of culture (Page 111) with evidence arising from recent decisions made by that Authority towards recommendations by the then present Chief Fire Officer (CFO).
- 1.2 In view of the limited level of detail available to MAWWFRA to provide a definitive perspective on this first question, it would be remiss of MAWWFRA not to set out some key factors relating to the effective governance arrangements for its own Fire & Rescue Authority (FRA). As captured within the Fire & Rescue National Framework for Wales 2016, Section 21(c) of the Act states that Fire and Rescue Authorities must have regard to the National Framework in carrying out their functions. I can confirm that MAWWFRA has and continues to deliver upon the Framework's aim which is *"to keep people, communities, businesses and the environment in Wales safe from fires and other hazards as effectively and efficiently as possible"*.
- 1.3 MAWWFRA effective governance arrangements can be evidenced from established adherence to the MAWWFRA Constitution made through its formal reporting and scrutiny structure comprising of the main Fire Authority meeting and its supporting Committees to include Resources Management Committee (RMC), Performance, Audit & Scrutiny Committee (PASC), Fire Authority Standards Committee as key examples. MAWWFRA reports contained therein are consistently comprehensive, providing MAWWFRA Members with the full understanding of the matter in hand enabling Members to scrutinise any matters with Officers accordingly. Such reports are complimented by reports received from both Internal and External auditors on a range of themes and these serve to provide Members with additional perspectives of the management arrangements and performance in place by the MAWWFRS.
- 1.4 As defined under Article 5 of the MAWWFRA Constitution, the MAWWFRA Chair and Deputy Chair are elected by MAWWFRA Members at the Annual General Meeting who then hold office for a period of two years, with the Deputy Chair following the Chair into Office. MAWWFRA have consistently rotated their Committee Chairs and Deputy Chairs as MAWWFRA meeting records will attest.
- 1.5 On matters of culture and inclusion, MAWWFRA has been kept informed of the publication of His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) Spotlight report titled 'Values and culture in fire and rescue services' and MAWWFRS response which has been closely followed with MAWWFRS own independent Staff Culture Survey, commissioned in 2022 and

reported in 2023, the results of which were presented to all staff, to MAWWFRA Members, Chief Fire & Rescue Adviser and Inspector for Wales (CFRAIW), Welsh Government (WG) and the Welsh Local Government Association (WLGA). In addition to the established Committees as defined by the MAWWFRA Constitution, the MAWWFRA is subject to a number of additional Corporate Planning (MAWWFRA Member and Officer) events led by the Chief Fire Officer and his Executive Leadership Team and these events are used to further inform MAWWFRA Members of important matters relating to the Service's local performance as well as wider sector specific issues such as the emergence of the culture and inclusion focus. The combination of the structured MAWWFRA meetings and the additional Corporate Planning events ensure that MAWWFRA Members are kept informed in the fullest of matters pertaining to the Service's delivery of service and providing additional opportunities for MAWWFRA Member scrutiny.

- 1.6 The Service actively encourages MAWWFRA member representation on a number of its groups and these include an Equality, Diversity & Inclusion Champion and a Health, Safety & Wellbeing Champion as examples, and these representatives allow for both an independent and MAWWFRA Member perspective to be obtained from their attendance.
- 1.7 The role and function of the Fire Authority Standards Committee includes overseeing the Authority's 'whistle-blowing' procedure as well as to receive an annual report on the Authority's Compliments, Complaints and Comments procedure. Currently, a proposal is being made to the MAWWFRA Democratic Services Forum to include reports on historic misconduct cases to be presented and scrutinised by the MAWWFRA Scrutiny Panel.
- 1.8 In accordance with the Fire Authority Constitution, all MAWWFRA Members are authorised to visit any service premises and a number of Members visit Fire Stations within their constituency and actively engage with Service staff present at such locations. These are also additional opportunities for Members to qualify matters reported formally into the Fire Authority and its Committees with front line staff.

2. The capacity and capability of FRAs to change the existing management structures and practices that have been identified as potential areas of concern, and their willingness to deliver cultural change.

- 2.1 The Mid and West Wales Fire Services (Combination Scheme) Order 1995 established the Mid and West Wales Fire Authority. Part 2, Section 5 (Fire Brigade for combined area) Section 9 (Officers and Employees) sets out both the requirement and duty for the Authority to set out an establishment scheme and the appointment of Officers and Employees as they think necessary for the efficient discharge of their functions.
- 2.2 Article 33 of the MAWWFRA Constitution relates to the Authority's Code of Corporate Governance and this sets out unequivocally the responsibility recognised by the Authority in leading by example in its decision making and other processes and actions, with Members and Officers acting in accordance with high standards of

conduct. This Article reflects the guidelines published by the Chartered Institute of Public Finance and Accountancy / Society of Local Authority Chief Executives which are Openness and Inclusivity, Integrity and Accountability. The Authority's Code of Corporate Governance is a public statement of the commitment to these principles and sets out clearly the way in which this commitment is being, or will be, met.

- 2.3 Article 34 of the MAWWFRA Constitution relates to the Code of Conduct for Officers which sets out the expectation that the public is entitled to expect the highest standards of conduct from all employees who work for the Authority. This continues by citing that employees must act with integrity, respect, honesty, impartiality and objectivity, and that employees will be expected through agreed procedures and without fear of recrimination, to bring to the attention and appropriate level of management, any deficiency in the provision of the service.
- 2.4 MAWWFRA have been briefed on these specific matters in relation to their context for MAWWFRS. The potential areas of concern identified within the SWFRS Report which relate to existing management structures and practices, values and standards, leadership to include a performance review of the Executive Leadership Team (ELT) and Restructure Corporate departments as examples, are not areas of change that are observed to be required from within MAWWFRS based upon the performance and conduct reported into MAWWFRA to date.
- 2.5 Indeed, the professional engagement coupled with the high degree of openness, transparency and effectiveness between MAWWFRA and the Chief Fire Officer and his Executive Leadership Team is commendable. It would be remiss of this response not to reflect that there will always be aspects of negativity present in every organisational employment area, however, from the evidence that has been presented to the MAWWFRA through its structured meetings and the ensuing scrutiny which has been applied, I am of the opinion that there are strong and effective management arrangements within MAWWFRS which sets it apart from the other two Welsh Fire & Rescue Services and specifically in regard to what has been highlighted within the SWFRS report.
- 2.6 In the event that MAWWFRA is required to invoke changes to the existing management structures and practices as a result of potential areas of concern, as Chair of MAWWFRA under Article 5 of the MAWWFRA Constitution my role is to hold Officers to account by means of the decision making and scrutiny structures of the Authority when appropriate.
- 3. The failure of previous attempts at reform including exploring the barriers that prevented implementation of previous reviews, specifically the Commission of Public Service Governance and Delivery, which called for the reconstitution of FRAs?**
- 3.1 MAWWFRA recognises that a number of the recommendations identified in the 2014 Commission of Public Service Governance and Delivery were captured in the 2016

Fire & Rescue National Framework (Wales), setting out the Welsh Government's vision and priorities for FRAs in Wales. It describes what the Welsh Government expects of the FRAs and creates the foundation on which to build and promote improvement, efficiency and innovation.

- 3.2 MAWWFRA has always been and continues to support the need for reform where it enhances the provision of service to the communities and citizens in which it serves.
- 3.3 MAWWFRS sets out high standards in the delivery of its services and has been at the forefront of broader collaborative work with the two other Fire and Rescues Services in Wales as well as with the wider blue light and public sectors within Wales.
- 3.4 MAWWFRA has continually engaged with Welsh Government (Fire Branch) on areas of continuous improvement, these range from reducing incidents of fire, responding to emergencies, firefighter safety, preventative work within the community and supporting Welsh Ambulance Service NHS Trust on Medical response. These areas of reform are a mixture of statutory and non-statutory functions for which MAWWFRS has been actively engaged with WG throughout.
- 3.5 MAWWFRA have continually requested a position update from WG upon their proposal to publish a revised Fire & Rescue Services Framework for Wales and to date, the revised Framework remains unpublished. As a result, MAWWFRA has continued to operate within the current statutory framework until such time a new framework is published.
- 3.6 MAWWFRA has fully engaged with the CFRAIW at every opportunity and contributed to the Thematic Reviews (TR) which have arisen as a result.
- 3.7 In relation to matters pertaining to broadening the firefighter role, progress on this on the whole has not progressed at either a regional or national government level. MAWWFRA continues to show a proactive approach through its undertaking of Fire Medical Response at a local level; the only Fire and Rescue Authority (FRA) in Wales to do so.

4. How the Welsh Government's 2018 consultation on reform of fire and rescue services has shaped current governance arrangements and working practices. The extent to which Welsh Government acted on concerns identified through this consultation and its 2019 progress report.

- 4.1 MAWWFRA provided a comprehensive response to the 2018 consultation however it has not seen clear evidence of how the responses have shaped current governance arrangements relating to the FRA.
- 4.2 As already mentioned, MAWWFRA has fully engaged on 'Thematic Reviews' led by the CFRAIW although these have focussed on operational managerial arrangements as opposed to a focus on fire authority governance reform.

- 4.3 MAWWFRA has fully engaged with Audit Wales on its current project titled 'Governance in Fire and Rescue Authorities'. This participation has been at both a Fire Authority Member and Officer level through a series of interviews and MAWWFRA awaits the findings due to be published in 2024.
- 4.4 MAWWFRS have recently reviewed its response to non-domestic property fire alarms in line with the findings arising from the June 2023 Audit Wales review into 'False Fire Alarm Reduction - Mid and West Wales Fire and Rescue Authority'. These findings have resulted in a revised response to fire alarms procedure for non-domestic premises within MAWWFRA which will take effect from May 2024. MAWWFRA have been fully informed of this procedural change by MAWWFRS Officers.
- 5. The changes needed to strengthen current arrangements for inspection and audit, including the role of external bodies including the Auditor General for Wales.**
- 5.1 MAWWFRA are unclear on what mandate this proposal is being made upon. Existing arrangements of inspection through the CFRAIW while not the same model as in English FRS remains an opportunity for further enhancement as defined in the CFRAIW terms of reference.
- 5.2 MAWWFRA are familiar with the role of the Auditor General for Wales as evidenced in this submission and will continue to support their work where it relates to MAWWFRA and the ongoing improvement of enhancing services for its communities and citizens.
- 6. The effectiveness of mechanisms for ensuring that evidence collected through inspections and reviews of FRSs by the Chief Fire Adviser and Inspector for Wales is used and acted upon and the arrangements for shared learning from inspections of FRSs undertaken in other UK nations, specifically in England, to inform policy.**
- 6.1 MAWWFRA is updated through its established committees on matters pertaining to existing performance and continuous improvement. An example of this is the current training and development review which has been commissioned as a MAWWFRS corporate project and aims to conduct a root and branch review of the existing practices around the training and development of risk critical, leadership and management skills. It pays cognisance to the work of the CFRAIW and has incorporated the outcomes of those thematic review outcomes into its base terms of reference.
- 6.2 MAWWFRS has a clear mandate to benchmark and align its current operating arrangements with new and emerging National Operational Guidance (NOG) and the ensuing National Operation Learning (NOL) that arises as a result. All of which strives MAWWFRS to achieve and maintain the highest level of operational safety and performance in its delivery of service.

28/02/2024

Fire Standard Board: Written Submission to the Senedd's Equality and Social Justice Committee Inquiry into Fire and Rescue Services in Wales

1. The Fire Standards Board is honoured to have been asked to provide evidence to the Senedd's Equality and Social Justice Committee. We hope that the Committee finds the contents of this written submission helpful. It is intended to form the backdrop to the oral evidence that the Fire Standards Board (the Board) Vice Chair, Alison Sansome, will give to the Committee.
2. While the Fire Standards Board's terms of reference are limited to England, and the Fire Standards are directly addressed to the 44 Fire and Rescue Services in that country, we have had contact both with the Welsh Fire and Rescue Services and Services operating in the other devolved nations. Recognising the collaboration that exists across borders, we have encouraged those services to engage with the Standards.
3. We believe the Standards demonstrate the professional considerations any Fire and Rescue Service in any part of the UK although the Fire Standards are based on English legislation. It is important to understand that Standards cannot be altered to reflect national considerations, but must remain intact as published.

The Fire Standards Board

4. In May 2016 the then Home Secretary, Theresa May, announced an ambitious fire reform programme aimed at making England's fire and rescue services more effective, professional, and accountable. The Government felt that the agenda needed to be owned by the sector empowering it to shape and deliver reforms and become self-transforming.
5. Included in this agenda together with the establishment of an inspection regime led by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) was the creation of the Fire Standards Board. This body was tasked with developing a coherent and comprehensive set of professional standards for the Service. It was given the role to oversee the identification, development, and maintenance of professional standards for the benefit of the profession, the services and the public served by them. It began operating in 2019, and, following the work necessary to identify what areas of service activity required standards and the process for producing them, the first Standards were published in February 2021.
6. The Board's composition reflects its major stakeholders. In addition to the independent Chair and Vice-Chair, the Board includes the Chair of the National Fire Chiefs Council (NFCC); a representative each from the Local Government Association (LGA); the Police, Fire and Crime Commissioners Association (APCC); and the Home Office. All who attend do so as representatives not delegates. The list of 2023/24 Board members is at [Annex A](#).
7. The NFCC, which is itself a UK-wide organisation, provides both the Board's executive support, led by the Fire Standards Team, and access to subject matter experts who lead on developing the different standards. As neither the Board nor the Inspectorate are regulators, the responsibility for ensuring that Standards are implemented and their benefits achieved falls to the services themselves and their employers, who are represented on the Board by the LGA and the APCC.

8. The Fire Standards Board strongly believes that services should consider their improvement action plans holistically as it is likely the improvements required to achieve the outcomes of a Fire Standard may well correlate to areas for improvement identified through governance and audit.

The Suite of Fire Standards

9. The development of a Standard is thorough and consultative. Starting with a scoping and planning stage, there then follows development work including peer review leading to the Board agreeing to a public consultation on the draft Standard. Consultation responses received are analysed, with the Fire Standard Team producing a full report for consideration by the Board which explains why proposed changes to the draft have been accepted or rejected. The Board will consider signing off the Standard for publication once it has reviewed and is satisfied both with the final draft Standard and the conclusions of the Quality Assurance Report which is focused on commenting on the Standard's production process, noting any recommendations for possible improvements. Once approved, the Standard is launched with suitable communications together with an accompanying implementation tool. Thereafter information is continually gathered on the Standard's impact. The process from start to finish takes on average approximately six months to a year.
10. We appreciate the engagement of colleagues from Welsh Services who have contributed to both the development of Standards and responded to consultations. Their contributions have been beneficial. In addition, Welsh Fire and Rescue Service colleagues have attended workshops designed to help Services successfully embed the Standards.
11. The Board has recognised that it was important to publish a statement on its website outlining the Board's position with regards to the level of equality impact assessment undertaken when producing Fire Standards. The statement reads as follows:

"The Fire Standards are designed to be applicable to all fire and rescue services in England and for the wider benefit of local communities. Fire Standards are produced by the services for the services.

The Fire Standards Board is committed to listening and responding to a diversity of voices. Through its open consultation process, it welcomes views and feedback from those with differing backgrounds and experiences about its Fire Standards. With best endeavours, it considers all feedback as part of its development and approval process to ensure the standards will not directly or indirectly discriminate against a person or persons or negatively affect them.

Achieving the Fire Standards will support fire and rescue services in complying with their public sector equality duty under the Equality Act 2010, in particular that means their responsibility to; eliminate discrimination, harassment and victimisation, advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it, and to foster good relations between persons who share a relevant protected characteristic and persons who do not share it. The impact of this will benefit the fire sector and the wider community."

12. At the time of this review, 16 Fire Standards have been published, which can be found on the Fire Standards Board website by following this link: <https://www.firestandards.org/>. The expectation is that the initial suite will consist of around 20 Standards. The Board decided that four areas were better expressed not as separate Standards, but as cross-cutting themes reflected in several Standards, as appropriate. These cross-cutting themes are identified as: environment and sustainability; equality, diversity, and inclusion; health and wellbeing; and organisational learning.

13. Standards should not be seen as silo documents as their relationships produce positive synergies needed to achieve improvements. Separately and together, they help drive improved quality of service to support the safety, health, and wellbeing of communities. They act to enhance professionalism through consistent application, improved competence and diminishment in organisational risk. They enable services to collaborate effectively with other services across borders or nationally. They ensure better and greater accountability assisting governing bodies and operational leaders in assessing local performance. The outcome of achieving the Standards is a more positive Service culture and working environment leading to increased public confidence which can only add to maintaining trust in and the upholding of the Service's reputation.
14. Recognising that services can have very different demographics, geographies and challenges, the Standards are deliberately written to be principles based. Each begins with an outcome statement which states what good looks like. This is followed by what is required to achieve that outcome, the "how to" section. This directs services to the tasks they must, should, or may take to achieve the outcome. The Standard's remaining sections are: expected benefits of achieving the Standard; legal requirements or mandatory duties; linked qualifications, accreditations or Fire Standards; and guidance and supporting information. This material is published separately by NFCC and contains any necessary further details.
15. Services are encouraged and expected to work towards achieving the Standard's stated outcome through reflection and self-assessment and by avoiding simply treating Standards as a tick box compliance exercise. The Fire Standards Board anticipates that in many cases services may already be achieving much of what each Standard's outcome requires understanding that different services will have specific strengths and weaknesses. Every Fire Standard has a corresponding Gap Analysis Tool to support services with implementation. These help services assess how well they currently meet the outcome statement and to identify any additional actions required.
16. Whilst it is not mandatory for English Services to comply with the Fire Standards, England's National Fire Framework makes clear that Services are expected to pay due regard to them.
17. [Annex B](#) is a table which lists Standards which are especially directed in supporting a service's effectiveness, efficiency and care of its people.

Leading the Service, Leading and Developing People, Communications and Engagement, Code of Ethics Standard and Safeguarding

18. For the purposes of this inquiry, these five Standards merit particular attention. Considering the need to improve values and culture in the sector, the Fire Standards Board and the NFCC's Implementation Team have worked to focus Services on delivery of these Standards.
19. The two Leadership Standards were benchmarked against recognised leadership Standards, but, as with all Fire Standards, were put into a context suitable for fire and rescue services. The Leading the Service Fire Standard was developed to help leaders to self-reflect, lead by example and clearly articulate the expectations of those who lead within services, particularly their behaviours, ethics and the activities required in an ever changing world. It expects senior service leaders to set a compelling vision for their service and translate that into a comprehensive delivery plan. The Leading and Developing People Fire Standard concentrates on how services should attract and retain a competent workforce that is diverse, motivated, and engaged. That Standard also puts an emphasis on workforce development, health, and wellbeing. The NFCC Implementation Team has provided significant support in embedding these two standards within services.
20. The Code of Ethics Standard is coupled with the Core Code of Ethics for Fire and Rescue Services and seeks to ensure that Services embed and are committed to the ethical principles and professional behaviours contained in that document as evidenced by the attitudes and conduct of those who lead and who work for or on behalf of the service, with the service operating according to corporate ethical business practices.

21. Recognising that accessible, and inclusive communication and engagement are fundamental in building a positive working environment and culture and key in keeping communities safe, the Communication and Engagement Fire Standard clarifies the importance of these areas in all aspects of a fire and rescue service. It aims to ensure Fire and Rescue Services have defined approaches on how to strategically communicate to all stakeholders, both internally and externally. FirePRO, the membership body for communications professionals working in fire and rescue, developed the Standard, on behalf of the FSB, engaging with industry leaders both from the Chartered Institute for Public Relations and the Local Government Association
22. The Safeguarding Standard promotes the safeguarding of those in the community, employees, and volunteers. It seeks to encourage services to work proactively to reduce the risk of abuse, harm, and neglect. It is expected that services will be compliant with safeguarding legislation and fulfil their safeguarding obligations and responsibilities. It puts emphasis on staff being suitably trained, supported, and empowered to be able to respond adequately to safeguarding incidents as appropriate to their roles and responsibilities.
23. The Communication and Engagement Fire Standard (discussed above) and the Fire Control Fire Standard were both launched in April 2023. The development of the Fire Control Standard was influenced by major incident incidents such as Grenfell and the Manchester Arena bombing. It addresses the fundamental and strategic role that Fire Control plays from initially receiving the first contact through to the very close of an incident. This Standard's development drew on the expertise and wide knowledge of Fire Control in all operational service activity including the NFCC Fire Control Team, the NFCC Lead for Fire Control, the Mobilising Officers Group and control specialists from a wide range of Fire and Rescue services. The intention is for this Standard to assist in creating better resilience, greater strategic awareness and interest in Fire Control, improved levels of recruitment and retention and professional development opportunities.

Ongoing Work

24. During the year progress was also made on the production of several other Standards as described below.
25. Currently an Internal Governance and Assurance Fire Standard is in development and is expected to be published at the beginning of 2024/25. Another Standard in production is the Procurement and Commercial Standard, which we hope will be ready for publication by early Summer 2024.
26. Work on the provisionally titled Digital and Information Technology Fire Standard was initiated with a working group session to confirm the Standard's scope and to gather any related information to support early drafting work. Again, the Board is expecting to consider approval of this Standard in summer 2024.

Responding to HMICFS' Spotlight Report on Culture and Values' Recommendations

27. In March 2023, HMICFRS published its Spotlight Report on Culture and Values. This contained three recommendations directed to the Fire Standards Board which referred to safeguarding measures, staff disclosures, complaints and grievances and misconduct. This led to the Board determining that to meet these recommendations moderate changes were needed to three Standards - Leading the Service, Leading and Developing People, and Safeguarding. The necessary changes were made by including additional guidance and supporting information, linked qualifications, and, in the case of the Safeguarding Fire Standard, additional material to reflect changes in primary legislation. The revised Standards were republished on the Fire Standards Board website.

Future Plans

28. If the production of Standards mentioned above proceeds as expected, it is anticipated that the initial suite of Standards will be completed during 2024/25. In addition, the Fire Standards Board has three priorities for the coming year. First, to begin its scheduled review of published standards to ensure they remain relevant and current. Second, to concentrate through enhanced communications and engagement the successful incorporation of the Standards and gain insight into the benefits for services by their implementation. It is apparent from feedback that whilst some services are making excellent progress towards achieving the Fire Standards, there is more to do in supporting services in achieving this. Third, to be sensitive to the possibility that there may be other areas where Standards might be beneficial.

How to find out more

29. The Fire Standards Board publishes information about its activities on the following channels – website (www.firestandards.org), twitter and linkedin. The website contains a number of short videos featuring Fire Standard Board members explaining how the bodies they represent on the Board contribute to developing and delivering the Standards.

Suzanne McCarthy

Alison Sansome

Independent Chair and Vice Chair, Fire Standards Board

28 February 2024

Annex A: Fire Standards Board Membership


The Board has a Chair and Vice Chair, both independent from Government and the fire and rescue

The membership of the Fire Standards Board is as follows:

- Suzanne McCarthy, Independent Chair
- Alison Sansome, Independent Vice-Chair
- Ben Adams, Police, Fire and Crime Commissioner for Staffordshire, representing Association of Police and Crime Commissioners
- Yvette Bosworth and Suzie Daykin Home Office
- Greg Brackenridge, Local Government Association
- Mark Hardingham, Chair National Fire Chief's Council

Annex B: Efficiency, Effectiveness and People Standards

Questions v approved and proposed Fire Standards



<p style="text-align: center; background-color: #c00000; color: white; padding: 5px;">How effective is the FRS at keeping people safe and secure from fire and other risks?</p> <ul style="list-style-type: none">• Community Risk Management Planning• Emergency Response Driving• Fire Control• Prevention• Protection• Operational Response x 3• Emergency Preparedness and Resilience (local, regional national)• Code of Ethics• Communication and Engagement• Safeguarding	<p style="text-align: center; background-color: #666; color: white; padding: 5px;">How efficient is the FRS at keeping people safe and secure from fire and other risks?</p> <ul style="list-style-type: none">• Community Risk Management Planning• Data Management• Fire Investigation• Safeguarding• <i>Procurement and Commercial</i>• <i>Internal Governance and Assurance</i>• <i>Digital and IT</i>	<p style="text-align: center; background-color: #c00000; color: white; padding: 5px;">How well does the FRS look after its people?</p> <ul style="list-style-type: none">• Leading the Service• Leading and Developing People• Code of Ethics• Safeguarding• Communication and Engagement
--	---	--

* Standards in italics are still in development.

1. The extent governance arrangements contributed to the failings identified in the South Wales Fire and Rescue Service culture review.

1.1 In examining the “governance arrangements” it may be useful to determine where these start and finish with a devolved function such as Fire and Rescue Services (FRS). The Welsh Government has much closer access to the issues affecting the Welsh Fire and Rescue Services than the Home Office in England. Governance arrangements include for example:

- The Welsh Ministers’ overall responsibility for fire and rescue policy and performance (including producing the National Fire and Rescue Framework and monitoring compliance);
- The Welsh Government’s responsibility for the legal and regulatory framework applied to Fire and Rescue Authorities (for firefighting, prevention, and fire safety but also whistleblowing, public reporting, openness and accountability.)
- Funding arrangements and sources;
- The role of the Chief Fire and Rescue Advisor in advising Welsh Government;
- The role of external audit (Audit Wales and the Auditor General);
- The Fire Authority. Both the members of the Fire Authority but also the officers of the Fire Authority, the Clerk and Treasurer. The Standards Committee and the Independent Remuneration panel for Wales;
- The Chief Fire Officer and Deputy Chief Fire Officer; and
- The Fire and Rescue Service’s internal management structure, decision making and reporting arrangements.

1.2 With regards to the failings identified in the South Wales Fire and Rescue Service (SWFRS) Independent Culture Review. The opinions of the Review team and their recommendations for the future are recorded in the report. As a sector we are alert to the problem and committed to improving matters. Committee members will no doubt be familiar with the contents of the SWFRS Independent Cultural Review and will have read paragraphs (329 to 332) that specifically relate to this subject of governance and the view of the Review Team, “...that there are sufficient legal structures in place for effective governance of the Service in relation to issues of culture”.

1.3 The Commissioners should be allowed sufficient time and space to implement the recommendations and to draw their own conclusions as regards South Wales Fire and Rescue Authority’s (SWFRA) internal governance arrangements without adding any more layers of complexity to the situation.

2. The capacity and capability of Fire and Rescue Authorities to change existing management structures and practices that have been identified as potential areas of concern, and their willingness to deliver cultural change.

2.1 It is not immediately obvious whether this question is referring to the South Wales Fire and Rescue Authority or South Wales Fire and Rescue Service.

2.2 North Wales Fire and Rescue Authority (the Authority) has a simple structure of Authority itself which meets four times a year, and two sub committees - the Executive Panel (half the Members of the Authority) and the Audit Committee (the other half of the Authority) which scrutinises the work of the Executive Panel. In addition, there is the Standards Committee made up of two Authority Members and four appointed Members. The only officers employed by the Authority are the Treasurer and the Clerk. In order to ensure independence, both the Treasurer and the Clerk are external appointments and are not employed by the Fire and Rescue Service.

- 2.3 The South Wales Independent Cultural Review relates to South Wales Fire and Rescue Authority and not to the sector as a whole. If there is an unwillingness to change, this has not been reflected in North Wales. From the appointment of the new Chief Fire Officer in 2021, the Authority has enthusiastically supported her desire to improve North Wales Fire and Rescue Service (the Service) and the culture. To that end, Members supported the findings of the Chief Fire Officer when she reported to them after visiting every station, crew and department in her first 100 days. Similarly, they supported the need for an independent cultural survey to be undertaken in September 2021 to provide a baseline assessment of the existing culture. Following this, an action plan was created to improve the culture of the Service. The progress made over 24 months was reassessed with another independent cultural survey in September 2023 and reported back to Authority Members at a Members Culture Seminar in February 2024.
- 2.4 With regard to other challenges faced by the Service, Member led working groups on budget scrutiny, developing the environmental strategy, training provision and Emergency Cover Review (ECR) have been meeting and examining evidence for the whole of 2023. The Authority held a substantial public consultation from July to September 2023 to hear the views of the public around changes to the location of firefighting resources to improve daytime availability (ECR) which is the real crisis facing rural fire and rescue services and appetite for a reduction in increase in the budget. The public's views and those of other stakeholders were taken into account when making a decision about the ECR and budget setting for 2024/25.
- 2.5 Although the willingness is there, the capacity is in short supply. The Authority employs two external officers and although the Service employs 910 people, 465 of those are Retained Duty System (RDS) firefighters who have other primary employment and respond from work or home when called to an emergency. On any week day the Service has in addition to station-based staff, 10 flexi duty whole time operational officers and 6 Control Operators in work, all who are fully occupied in Service delivery.
- 2.6 Capability is also an issue. The Fire and Rescue sector has tried to address this by combining expertise in organisational development (OD) and providing information and OD products through the National Fire Chiefs' Council (NFCC).
- 2.7 In North Wales the Service has implemented a number of measures aimed at steering the organisation on a long-term course towards cultural improvement; for example:
- Commissioning an outside party (Safecall) to provide a confidential hotline service to allow staff to report inappropriate behaviour without fear of retribution;
 - In 2022 appointing a dedicated Equality, Diversity and Inclusion (EDI) Officer. A subject matter expert from outside the Service. He chairs an EDI working group with a remit to identify systemic discrimination and recommend changes to address it through to the EDI Committee chaired by the Deputy Chief Fire Officer;
 - The development of the staff networks. These are the Fire Pride network, Carers network, Neurodiversity network, Women in the Fire Service network and Race, Ethnicity and Cultural Heritage (REACH) network. Each staff network is supported by a sponsor from the Service Leadership Team (SLT) to promote and champion their work;
 - Developed the concept of Siop Siarad which facilitates free discussion between employees and members of the HR and communication teams.
 - Conducted two independent cultural survey's in which staff have the opportunity to anonymously share their feelings around the culture and leadership of the Service.

2.8 Following conversations between Chief Fire Officer Dawn Docx, Chair of NWFRA Dylan Rees, Deputy Minister Hannah Blythyn, Director of Risk, Resilience and Community Safety Liz Lalley and other Officers from Welsh Government, NWFRS understands that there is a desire to provide further independent reassurance and confirmation to government, communities and citizens across Wales. A proposal has been agreed where the intention is to bring together the outputs from NWFRS's action plans to address cultural issues highlighted by:

- HMICFRS Spotlight Report (March 2023)
- Independent Cultural Survey of NWFRS published in October 2023
- Recommendations from the SWFRS report
- NFCC Maturity model

In addition to qualitative information from:

- The Staff Networks
- ED&I Steering Committee
- Siop Siarad
- Independent complaints line (Safecall) and Exit interviews

2.9 A board, "The Staff Culture Engagement Forum" will be established with representation from the Service Leadership Team, the Fire Authority, the Standards Committee, the Fire Brigades Union and an external specialist in the field of Organisational Culture. Their role will be to provide scrutiny, challenge and external knowledge, to review the progress the Service has made.

2.10 It is too simplistic to think that an organisation's culture is directly controllable by adjusting some aspect of "governance arrangements" or through structural change. Attitudes and behaviours are often deep rooted. It takes time to foster 'good' ethical attitudes and behaviours.

3. The failure of previous attempts at reform including exploring the barriers that prevented implementation of previous reviews, specifically the Commission of Public Service Governance and Delivery, which called for the reconstitution of the FRAs

3.1 This question appears to suggest that there were barriers to reform, rather than the case was not evidenced nor strong enough to warrant reform. The reform which was suggested in 2014 was rejected on several fronts not just by the FRAs. It should be remembered that reform of FRS' in Wales took place in 1996 when eight Services became three and the Combination Order provided for a pooled budget to fund FRS' across a number of Local Authorities. It has worked exceptionally well for a long time with regards to getting results; the sustained long-term decline in fires, reducing by half since responsibility for Fire and Rescue was devolved in 2005 and the reduction in deaths and injuries due to accidental dwelling fires.

3.2 No better alternative appears to have been proposed. Additional research mirroring "A comparative study of governance changes on the perceptions of accountability in Fire and Rescue Services in England" by Katarzyna Lakoma in 2023, should be undertaken in the Welsh context. She notes too that there has been only limited academic attention given to the governance of FRS' in the UK.

- 3.3 Any reform which seeks to broaden the role of the FRS' and their governance arrangements must assess the impact across the whole of Welsh Government as the existing governance arrangements have many strands, as illustrated in the answer to question 1 above.
- 4. How the Welsh Government's 2018 consultation on reform of the Fire and Rescue Services has shaped current governance arrangements and working practices. The extent to which Welsh Government acted on concerns identified through this consultation and its 2019 progress report.**
- 4.1 Following the consultation in 2018, it might have been expected that Welsh Government would have incorporated any proposed changes to the governance arrangements into its manifesto and then into the Programme for Government Wales 2021 to 2026. Following which it would form part of the next edition of the National Framework for Fire and Rescue Services (Wales). However there has been no new National Framework in Wales since 2016.
- 4.2 In 2020, the Deputy Minister spoke of her vision for ensuring that the necessary funding and governance mechanisms would be put in place to support broadening the role of firefighters. Until this has been agreed and secured it is very difficult for FRAs to unilaterally introduce broadening the role.
- 4.3 If the aspiration for Firefighters to assist Health is not feasible then emphasis should be placed on their current statutory duties; fire safety, risk reduction, water rescue and operational preparedness. With the revision to the arrangements for civil contingencies more emphasis should be placed on the part that rural RDS firefighters can play in their community providing a hub for civil resilience as isolated communities have to deal with the impact of climate change and disruption to supply chains.
- 5. The changes needed to strengthen current arrangements for inspection and audit, including the role of external bodies including the Auditor General for Wales.**
- 5.1 Current arrangements for auditing of statutory accounts and assessing value for money is undertaken by Audit Wales at a cost of £72,000 p.a. for NWFRS.
- 5.2 The role of the Chief Fire and Rescue Advisor and Inspector for Wales is limited to "The manner in which fire and rescue authorities (in Wales) are discharging their functions and technical matters relating to those functions" Any expansion to this role would require additional resources as this is a part-time role, supported by a fulltime member of staff who manages and delivers the programme of fire safety inspections in Crown premises. Despite this single -point-of failure it is unclear from where resources can be released to undertake wider responsibilities.
- 5.3 In England, funding is provided by the Home Office to enhance the existing His Majesty's Inspectorate of Policing so that it would have the capacity to inspect Fire and Rescue Services, becoming His Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) in 2017. In addition to the number of full-time employees, the HMICFRS also relies on a significant number of officers seconded from the Fire and Rescue sector to undertake its inspection programme.

- 5.4 Despite having a “people” pillar in its original inspection programme it could be argued that the cultural challenges that we are aware of within Fire and Rescue Services did not come to light through the original inspections and therefore required a thematic review into the subject matter in 2023. Even if the remit of the HMICFRS was extended to include Welsh Fire and Rescue Services, capacity remains a challenge. Without additional funding there would be a need to remove employees from front line service delivery to produce the evidence and prepare for the inspections.
- 5.5 The Committee may also wish to note that FRAs are not unusual in not having any specific legal duty to routinely review its own culture.
- 6. The effectiveness of mechanisms for ensuring that evidence collected through inspections and reviews of FRSs by the Chief Fire Adviser and Inspector for Wales is used and acted upon and the arrangements for shared learning of FRSs undertaken in other nations, specifically in England, to inform policy.**
- 6.1 As stated above the Chief Fire and Rescue Adviser and Inspector for Wales (CFRAIW) role is a part-time position with a prescribed remit and little access to the machinery that is part of the Inspection regime in England and Scotland. However, the benefit associated with working as an inspectorate in a smaller jurisdiction, focused on only three fire and rescue services (in contrast to the 45 in England) enables the inspector to build up a detailed picture of performance and make associated judgements and recommendations set within a Welsh context. It is important that CFRAIW actively monitors examples of good practice outside Wales in order to encourage adoption within Wales, where appropriate.
- 6.2 The FRS are all part of the National Fire Chiefs’ Council (NFCC) and have access to the tools and standards that are developed for the whole of the UK. Benchmarking and gap analysis are regularly undertaken in relation to recommendations from UK inquiries, an excellent example being the progress being made against the recommendations from the Manchester Arena Inquiry, which is being monitored across the three emergency services in Wales through the Joint Emergency Services Group (JESG). Looking forward, an area of concern is the proposed College of Fire funded by the Home Office which has the potential to exclude Welsh Fire and Rescue Services from NFCC products and learning.

Cyfeirnod: 4085A2024

Dyddiad cyhoeddi: 7 Mawrth 2024

Ymchwiliad y Pwyllgor Cydraddoldeb a Chyfiawnder Cymdeithasol i awdurdodau tân ac achub

- 1 Mae Archwilydd Cyffredinol Cymru yn croesawu'r cyfle i ymateb i Ymchwiliad y Pwyllgor Cydraddoldeb a Chyfiawnder Cymdeithasol y Senedd i awdurdodau tân ac achub. Mae'r dystiolaeth isod yn crynhoi dyletswyddau'r Archwilydd Cyffredinol mewn perthynas ag awdurdodau tân ac achub. Mae hefyd yn crynhoi'r gwaith rwyf wedi'i wneud yn ystod y blynyddoedd diwethaf o dan y pwerau a'r dyletswyddau hyn, ynghyd â rhai canfyddiadau o'r gwaith hwn y credaf a allai fod yn berthnasol i Ymchwiliad y Pwyllgor.
- 2 Nodaf fod rhan o Gylch Gorchwyl yr Ymchwiliad yn ymwneud â'r "newidiadau sydd eu hangen i gryfhau'r trefniadau presennol ar gyfer arolygu ac archwilio, gan gynnwys rôl cyrff allanol gan gynnwys Archwilydd Cyffredinol Cymru." O ystyried fy rôl, mae llawer o'm dystiolaeth yn canolbwyntio ar yr agwedd hon o Gylch Gorchwyl y Pwyllgor.

Dyletswyddau'r Archwilydd Cyffredinol mewn perthynas ag awdurdodau tân ac achub

- 3 Mae'r adrannau isod yn crynhoi prif ddyletswyddau'r Archwilydd Cyffredinol mewn perthynas ag awdurdodau tân ac achub yng Nghymru. Mae'r dyletswyddau hyn yn darparu set gymharol gynhwysfawr os braidd yn gymhleth o ddyletswyddau sy'n cwmpasu archwilio cyfrifon, trefniadau i sicrhau gwerth am arian a gwelliant parhaus, cymhwyso'r egwyddor datblygu cynaliadwy a'r astudiaethau a gynlluniwyd i wneud argymhellion i wella gwerth am arian wrth gyflawni swyddogaethau a gwella rheolaeth ariannol neu reoli eraill. (Mae gan yr Archwilydd Cyffredinol hefyd bŵer i ymgymryd ag astudiaethau eraill o wasanaethau.)
- 4 Rwy'n ymwybodol bod Llywodraeth Cymru yn bwriadu disodli'r drefn wella a nodir ym Mesur Llywodraeth Leol (Cymru) 2009 ar gyfer awdurdodau tân ac achub. Er fy mod yn ymwybodol nid yw manylion y drefn newydd wedi'u cwblhau eto.

Archwilio Cyfrifon

- 5 Mae awdurdodau tân ac achub, fel cyrff llywodraeth leol, yn dod o dan ofynion Deddf Archwilio Cyhoeddus (Cymru) 2004 mewn perthynas ag archwilio cyfrifon. O dan y Ddeddf hon, mae'n ofynnol i'r Archwilydd Cyffredinol archwilio cyfrifon awdurdodau tân ac achub bob blwyddyn. Mae Adran 17 o Ddeddf 2004 yn ei gwneud yn ofynnol iddo fodloni ei hun wrth wneud hynny:
- bod y cyfrifon yn cael eu paratoi yn unol â Rheoliadau Cyfrifon ac Archwilio (Cymru) (a wnaed o dan adran 39);
 - eu bod yn cydymffurfio â gofynion yr holl ddarpariaethau statudol eraill sy'n berthnasol i'r cyfrifon;
 - bod arferion priodol wedi'u harsylwi wrth lunio'r cyfrifon;
 - bod y corff wedi gwneud trefniadau priodol ar gyfer sicrhau economi, effeithlonrwydd ac effeithiolrwydd wrth ddefnyddio adnoddau; (Gweler rhagor o fanylion am hyn isod o dan yr adran 'Archwiliad Perfformiad').

Archwilio Perfformiad

- 6 Mae gwaith archwilio perfformiad mewn awdurdodau tân ac achub yn cael ei wneud o dan ystod o ddarpariaethau deddfwriaeth. Mae Mesur Llywodraeth Leol (Cymru) 2009 yn dal i fod yn berthnasol i awdurdodau tân ac achub, ac nid yw'n berthnasol bellach i brif gynghorau neu barciau cenedlaethol. O dan y Mesur, mae'n ofynnol i awdurdodau tân ac achub roi trefniadau ar waith i wneud gwelliannau parhaus, gan gynnwys cynlluniau ac adroddiadau cysylltiedig, ac mae'n rhaid i'r Archwilydd Cyffredinol asesu a yw pob awdurdod wedi bodloni'r gofynion hyn.
- 7 Mae hyn yn cynnwys archwiliad o gynllun gwella blynyddol pob awdurdod tân ac achub, ac archwiliad o adroddiad perfformiad blynyddol pob awdurdod tân ac achub. Yn dilyn yr archwiliadau hyn, mae'r Archwilydd Cyffredinol yn cyhoeddi tystysgrif gan gynnwys ei farn ynghylch a yw pob awdurdod tân ac achub wedi cydymffurfio â gofynion y Mesur mewn perthynas â phob dogfen ai peidio. O dan y Mesur, mae'n ofynnol i'r Archwilydd Cyffredinol hefyd gynnal asesiad a datgan a yw'n credu ar sail yr asesiad hwnnw ei fod yn credu bod pob awdurdod tân ac achub yn debygol o fodloni gofynion Rhan 1 o'r Mesur, sy'n ymwneud yn bennaf â rhoi trefniadau ar waith i sicrhau gwelliant parhaus.
- 8 O dan Ddeddf Llesiant Cenedlaethau'r Dyfodol (Cymru) 2015, mae'n ofynnol i'r Archwilydd Cyffredinol asesu i ba raddau y mae

awdurdodau tân ac achub yn gweithredu yn unol â'r pennaeth datblygu cynaliadwy wrth bennu eu hamcanion llesiant a chymryd camau i'w cyflawni.

- 9 Fel y nodwyd uchod, o dan Ddeddf Archwilio Cyhoeddus (Cymru) 2004, mae'n ofynnol i'r Archwilydd Cyffredinol hefyd gael ei fodloni'n flynyddol bod pob awdurdod tân ac achub wedi rhoi trefniadau priodol ar waith i sicrhau gwerth am arian wrth ddefnyddio ei adnoddau.
- 10 Fel arwydd o gwmpas y gwaith archwilio perfformiad a wnaed bob blwyddyn i fodloni gofynion archwilio'r Mesur, elfen 'trefniadau priodol' Deddf Archwilio Cyhoeddus (Cymru) 2004 a Deddf Llesiant Cenedlaethau'r Dyfodol (Cymru) 2015, y ffi archwilio ddangosol ar gyfer 2023-24 ar gyfer yr elfen hon o'm gwaith archwilio ym mhob awdurdod tân ac achub oedd £16,380. Yn dibynnu ar y gymysgedd o staff dan sylw, mae hyn yn cyfateb i oddeutu 20-25 diwrnod o amser staff i gyflawni dyletswyddau o dan dri darn gwahanol o ddeddfwriaeth. Gallaf gynyddu'r ffioedd a godir i gorff unigol lle nodir cymhlethdod neu risgiau archwilio ychwanegol, ond ni allaf godi mwy na'r gost lawn o gyflawni'r swyddogaethau hyn. Fodd bynnag, o ystyried maint cymharol cyllidebau awdurdodau tân ac achub a'r angen i fod yn gymesur, mae swm y ffi a godir, a lefel y gwaith archwilio a wnaf yn sylweddol is nag er enghraifft mewn awdurdodau unedol.
- 11 Mae hefyd yn ofynnol i'r Archwilydd Cyffredinol ymgymryd â rhai Astudiaethau Llywodraeth Leol o dan Ddeddf Archwilio Cyhoeddus (Cymru) 2004. Mae'r astudiaethau hyn fel arfer yn ymwneud â chyflawni swyddogaethau prif gynghorau, ond mae'r dyletswyddau o dan y ddeddfwriaeth hon hefyd yn cynnwys awdurdodau tân ac achub ac awdurdodau'r parciau cenedlaethol.

Canfyddiadau allweddol o waith archwilio diweddar

- 12 Rwyf wedi dod i'r casgliad yn gyson bod awdurdodau tân ac achub wedi paratoi datganiadau ariannol sy'n 'wir ac yn deg' heb unrhyw ganfyddiadau nac argymhellion arwyddocaol sy'n benodol i'r datganiadau ariannol na'r prosesau ariannol allweddol.
- 13 Rwyf hefyd wedi dod i'r casgliad yn gyson bod awdurdodau tân ac achub wedi cydymffurfio â gofynion Mesur Llywodraeth Leol (Cymru) 2009.
- 14 Trwy fy rhaglenni archwilio perfformiad blynyddol diweddar rwyf wedi gwneud sylwadau ar faterion llywodraethu mewn awdurdodau tân ac

achub. Lle bo'n berthnasol, rwyf wedi crynhoi'r cyfeiriadau hyn mewn perthynas ag Awdurdod Tân ac Achub De Cymru isod.

- 15 Yn 2023 fe wnes i adrodd ar 'Gostwng Galwadau Tân Diangen' ym mhob awdurdod tân ac achub. Cyhoeddais adroddiad fy nghanfyddiadau yn ymwneud ag Awdurdod Tân ac Achub De Cymru ym mis Gorffennaf 2023.¹ Deuthum i'r casgliad bod yr Awdurdod wedi gwneud cynnydd yn ei ddull o reoli larymau ffug tân. Bydd gwneud gwell defnydd o ddata a dysgu o rywle arall yn nodi cyfleoedd i reoli perfformiad a risgiau yn well.
- 16 Yn 2022 adroddais ar Leihau Allyriadau Carbon ym mhob awdurdod tân ac achub. Cyhoeddais adroddiad fy nghanfyddiadau yn ymwneud ag Awdurdod Tân ac Achub De Cymru ym mis Gorffennaf 2022.² Ar y cyfan, dywedais fod yr Awdurdod yn creu'r seilwaith cywir i ddod yn garbon niwtral erbyn 2030 ond bod angen iddo gyflawni ei dargedau uchelgeisiol a mynd i'r afael â rhai risgiau mawr.
- 17 Yn 2021 fe wnes i adrodd ar 'Gydnerthedd Corfforaethol' ym mhob awdurdod tân ac achub. Cyhoeddais adroddiad fy nghanfyddiadau yn ymwneud ag Awdurdod Tân ac Achub De Cymru ym mis Gorffennaf 2021.³ Yn yr adroddiad, deuthum i'r casgliad mewn perthynas â llywodraethu bod gan yr Awdurdod systemau llywodraethu priodol ond nid yw craffu ar benderfyniadau a dwyn swyddogion i gyfrif bob amser yn rhoi digon o sicrwydd bod yr holl risgiau corfforaethol mawr yn cael sylw.
- 18 Ym mis Ionawr 2022 fe wnes i adrodd ar fy astudiaeth o weithio ar y cyd rhwng y Gwasanaethau Brys⁴. Mae ein hadroddiad yn awgrymu bod cydweithio 'golau glas' y gwasanaeth brys yn tyfu'n araf ond mae angen newid sylweddol mewn gweithgarwch er mwyn sicrhau'r effaith fwyaf posibl a gwneud y defnydd gorau o adnoddau.
- 19 Er nad yw'n waith archwilio penodol, mae'n berthnasol nodi nad wyf wedi derbyn unrhyw adroddiadau neu ohebiaeth chwythu'r chwiban mewn perthynas â diwylliant Awdurdod Tân ac Achub De Cymru.

¹ [Awdurdod Tân ac Achub De Cymru – Gostyngiad Mewn Galwadau Tân Diangen | Archwilio Cymru](#)

² [Awdurdod Tân ac Achub De Cymru – Lleihau Allyriadau Carbon | Archwilio Cymru](#)

³ [Awdurdod Tân ac Achub De Cymru – Adroddiad Cydnerthedd Corfforaethol | Archwilio Cymru](#)

⁴ [Cydweithio rhwng y Gwasanaethau Brys | Archwilio Cymru](#)

- 20 Er nad yw'n ganfyddiadau archwilio, yn fy ymateb⁵ i ymgynghoriad Llywodraeth Cymru ar ei Phapur Gwyn yn 2019 ar 'Ddiwygio'r Awdurdodau Tân ac Achub yng Nghymru', sylwais hefyd ar sawl thema y gallai'r Pwyllgor eu hystyried yn berthnasol i'w Ymchwiliad. Roedd y rhain yn cynnwys nad oedd y Papur Gwyn yn rhoi ystyriaeth ddigonol i gydraddoldeb ac amrywiaeth mewn perthynas â'r rhai sy'n rheoli ac yn craffu ar wasanaethau.
- 21 Yn fy ymateb, roeddwn hefyd yn cydnabod y teilyngdod mewn awdurdodau lleol sy'n parhau i enwebu aelodau'r awdurdod tân ac achub. Awgrymais fod angen i Lywodraeth Cymru sicrhau bod y broses enwebu yn deg ac yn dryloyw er mwyn sicrhau cynrychiolwyr sydd â statws digonol, sgiliau a chapasiti. Awgrymais hefyd y byddai'n ddefnyddiol annog awdurdodau i geisio creu byrddau tân ac achub cynhwysol a chynrychioliadol. Nodais hefyd y gallai fod yn ddefnyddiol ystyried dulliau amgen o fannau eraill i annog cyfleoedd i awdurdodau tân ac achub gyflogi'r doniau gorau a sicrhau uwch dîm arwain mwy amrywiol.
- 22 Yn fy ymateb, sylwais hefyd y byddai'n ddefnyddiol pe bai'r cynigion yn y Papur Gwyn yn cyd-fynd â Fframwaith Cenedlaethol wedi'i ddiweddarar ar gyfer Gwasanaethau Tân ac Achub. Amlygais yr angen i ystyried yn fanylach sut y mae'r newidiadau arfaethedig ynghlwm â hyn gyda mwy o ffocws ar Ddeddf Llesiant Cenedlaethau'r Dyfodol (Cymru) 2015 a chyfrifoldebau awdurdodau tân ac achub o dan hyn.
- 23 Yn seiliedig ar rai o'r materion a'r risgiau a nodir uchod yn ogystal ag amlygwyd drwy fy ngwaith archwilio, rwyf wedi blaenoriaethu llywodraethu awdurdodau tân ac achub fel un o nifer cyfyngedig o astudiaethau llywodraeth leol yr wyf yn eu cynnal bob blwyddyn. Wrth benderfynu cynnal astudiaeth o'r raddfa hon, roeddwn hefyd yn wybyddus, er bod prif gynghorau wedi bod yn destun diwygiad deddfwriaethol diweddar, nid yw hyn wedi bod yn wir am awdurdodau tân ac achub. Mae'r astudiaeth hon yn ychwanegol at fy rhaglen flynyddol o waith archwilio ariannol a pherfformiad sy'n cael ei ariannu o ffioedd archwilio. Roeddwn eisoes wedi nodi angen i ymgymryd â'r astudiaeth hon cyn dechrau'r Adolygiad Diwylliant a gynhaliwyd yn Awdurdod Tân ac Achub De Cymru.
- 24 Mae fy astudiaeth o lywodraethu'r awdurdod tân ac achub ar y gweill, ac rwy'n bwriadu cyhoeddi canfyddiadau'r astudiaeth hon ym mis Gorffennaf 2024. Byddai'n rhy gynnar i roi syniad o ganfyddiadau'r

⁵[Ymgynghoriad ar Ddiwygio'r Awdurdodau Tân ac Achub yng Nghymru - Ymatebion i'r Ymgynghoriad 31 i 60](#)

astudiaeth hon ar hyn o bryd gan fod tîm yr astudiaeth yn dal i fod wrthi'n casglu tystiolaeth.

Gwaith Archwilio'r Dyfodol

- 25 Rwy'n bwriadu parhau â'm Hastudiaeth Llywodraeth Leol i lywodraethu awdurdodau tân ac achub. Ar hyn o bryd rwyf hefyd yn bwriadu ymgymryd â gwaith archwilio lleol sy'n canolbwyntio ar ddull yr awdurdodau tân ac achub o atal tân risg uchel wedi'i dargedu.
- 26 Yn dilyn yr Adroddiad Adolygiad Diwylliant annibynnol i Awdurdod Tân De Cymru ac ymyrraeth ddilynol Llywodraeth Cymru, Ymchwiliad y Pwyllgor hwn a'm hastudiaeth barhaus i lywodraethu awdurdodau tân ac achub, byddaf yn myfyrio ar fy ngwaith archwilio arfaethedig yn yr awdurdodau tân ac achub.
- 27 Bydd hyn yn cynnwys ystyried a oes angen unrhyw waith archwilio ychwanegol. Wrth wneud hynny, byddaf hefyd yn parhau i gysylltu â Llywodraeth Cymru, gan gynnwys y Prif Gyngorydd Tân ac Achub ac Arolygydd Cymru, ac ystyried unrhyw weithgaredd arolygu a gynlluniwyd.

Tystiolaeth Ysgrifenedig ar gyfer Senedd Cymru, Pwyllgor Cydraddoldeb a
Chyfiawnder Cymdeithasol

Cyflwynwyd gan Ymddiriedolaeth GIG Gwasanaethau Ambiwlans Cymru

Mawrth 2024

Cyflwyniad

1. Mae Ymddiriedolaeth GIG Gwasanaethau Ambiwlans Cymru yn croesawu'r cyfle i ddarparu tystiolaeth i'r Pwyllgor Cydraddoldeb a Chyfiawnder Cymdeithasol i gefnogi ei ymchwiliad i Wasanaethau Tân ac Achub yng Nghymru. Mae'r dystiolaeth hon yn ymateb i'r cylch gorchwyl a amlinellwyd gan y pwyllgor ac yn canolbwyntio'n benodol ar yr elfennau ymchwiliad a nodir isod:
 - I ba raddau y cyfrannodd trefniadau llywodraethu at y methiannau a nodwyd yn adolygiad diwylliant GTADC.
 - Capasiti a galluogrwydd Awdurdodau Tân ac Achub i newid y strwythurau rheoli a'r arferion presennol sydd wedi'u nodi fel meysydd pryder posibl, a'u parodrwydd i gyflawni newid diwylliannol.
 - Effeithiolrwydd y mecanweithiau ar gyfer sicrhau bod tystiolaeth a gesglir trwy arolygiadau ac adolygiadau o Wasanaethau Tân ac Achub gan Brif Gynghorydd ac Arolygydd Tân ac Achub Cymru yn cael ei defnyddio ac y gweithredir arni a'r trefniadau ar gyfer dysgu ar y cyd o arolygiadau o Wasanaethau Tân ac Achub a gynhelir yng ngwledydd eraill y DU, yn benodol yn Lloegr, i lywio polisi.
2. Wrth ymateb, gall Ymddiriedolaeth GIG Gwasanaethau Ambiwlans Cymru fyfyrion ar ei phrofiad a'i dysg ei hun yn unig, gan gydnabod nad yw'n gyfarwydd â manylion llywodraethu a diwylliant y gwasanaethau tân ac achub, y tu hwnt i'r hyn a amlinellir yn yr adolygiad a gyhoeddwyd yn ddiweddar o Wasanaeth Tân ac Achub De Cymru. Mae Ymddiriedolaeth GIG Gwasanaethau Ambiwlans

Cymru yn sefydliad GIG, ac felly, mae ei threfniadau llywodraethu yn hollol wahanol i rai'r gwasanaethau tân ac achub. Gwneir y cyflwyniad tystiolaeth hwn gyda hyn mewn golwg.

3. Mae Ymddiriedolaeth GIG Gwasanaethau Ambiwylans Cymru (WAST) yn darparu gwasanaethau gofal iechyd i bobl ledled Cymru, gan ddarparu gofal clinigol a arweinir gan gleifion o ansawdd uchel lle bynnag a phryd bynnag y bo angen. Mae WAST yn mynychu mwy na 250,000 o alwadau argyfwng y flwyddyn, mwy na 50,000 o alwadau brys ac yn cludo mwy nag 1.3 miliwn o gleifion di-frys i ryw 200 o ganolfannau triniaeth ledled Cymru a Lloegr. Ei bobl ymroddedig yw ased mwyaf y sefydliad, yn cynnwys tua 4000 o weithwyr a 1000 o wirfoddolwyr. Hefyd, WAST yw darparwr y gwasanaeth 111 cenedlaethol.

Gwasanaeth Ambiwylans Cymru: Diwylliant a Diwygiad Diwylliannol

4. Yn dilyn archwiliad diwylliannol a hwyluswyd yn allanol ac arolwg cychwynnol a archwiliodd hinsawdd diogelwch rhywiol yn hydref 2022, mae Gwasanaeth Ambiwylans Cymru wedi ymrwmo i ddiwygiad diwylliannol, datblygu arweinyddiaeth a gwella diogelwch seicolegol ar draws y sefydliad.
5. Cadarnhaodd yr archwiliad a'r arolwg fod gan Wasanaeth Ambiwylans Cymru, yn unol â llawer o sefydliadau eraill, waith i'w wneud i sicrhau bod diwylliant ei weithle yn un y gall pawb ffynnu ynddo. Cydnabyddir y gall ymddygiad gwael fod wedi cael ei oddef yn y gorffennol, ond nid yw, ac ni fu erioed, yn dderbyniol.
6. Er mwyn dod â staff ar daith o ddiwygiad diwylliannol, mae'n bwysig canolbwyntio ar addysg a chymorth, gan fynd i'r afael yn rhagweithiol ag ymddygiad gwael lle mae niwed amlwg ond ceisio cyflawni newid diwylliannol

gwirioneddol nad yw'n seiliedig ar ofn dial, ond ar fyfyrion a dysgu. Roedd prosesau a pholisïau eisoes ar waith i ymchwilio i bryderon a godwyd, ond roedd yn amlwg bod absenoldeb diwylliant codi llais heb ofn sy'n cynnwys diffyg ymddiriedaeth gan gydweithwyr yr effeithir arnynt, yn cael effaith dawelu. Wrth wrando ar gydweithwyr yr effeithir arnynt, mae'r sefydliad wedi dysgu a deall bod normau cymdeithasol dominyddol wedi normaleiddio ymddygiad gwahaniaethol wedi'i guddio fel tynnu coes, sydd wedi'i barhau gan yr ymdeimlad cryf o hunaniaeth a pherthyn sy'n bresennol yn niwylliant y gwasanaeth ambiwlans a all greu ofn gwrthodiad cymdeithasol.

Creu Gofod, Adeiladu Ymddiriedaeth a Gwrando

7. Mae Gwasanaethau Ambiwlan Cymru wedi ymateb i'r archwiliad diwylliannol hwnnw drwy ymrwymiad i rymuso ac ehangu lleisiau profiadau bywyd, a gyflawnwyd drwy lansio rhwydwaith a arweinir gan weithwyr (gan gynnwys myfyrwyr a gwirfoddolwyr).
8. Diben y rhwydwaith a phenodi eiriolwyr yw cofleidio arweinyddiaeth gan oroeswyr, galluogi dull dysgu o newid drwy'r hyn sy'n sefydliad gwasgaredig yn ddaearyddol, deall yn well a chael gwared ar rwystrau i godi llais, nodi anghydbwysedd pŵer niweidiol, cyfeirio at gymorth priodol, a darparu man diogel i gydweithwyr gael eu gweld a'u clywed. Yn ehangach, mae Rhwydwaith Lleisiau WAST yn cynrychioli ystod o wahanol safbwyntiau, profiadau, yn harneisio ysbryd cynhwysiant ac yn chwarae rhan allweddol wrth symud tuag at aeddfedrwydd diwylliannol.

Dysgu a Dull Sefydliadol

9. Wrth gydnabod yr effaith y gallai rhai digwyddiadau fod wedi'i chael ar unigolion, mae Bwrdd yr Ymddiriedolaeth wedi ymestyn ymddiheuriad cwbl ddidwyll. Wrth wneud hynny, nid bod yn amddiffynol yw'r bwriad ond

cydnabod yn wirioneddol a dysgu o'r profiadau hyn. Mae'r gydnabyddiaeth hon yn gam hollbwysig i feithrin diwylliant o ymddiriedaeth a chydweithio o fewn WAST. Trwy gymryd perchnogaeth o ddiffygion sefydliadol ac ymrwymo i welliant parhaus, y nod yw adeiladu gweithle lle mae pawb yn teimlo'n ddiogel, yn cael eu parchu a'u cefnogi. Mae'r daith hon o fewnsylliad ac atebolrwydd yn agwedd hanfodol ar yr ymdrechion ehangach i greu gweithle sydd nid yn unig yn ddiogel ond yn wirioneddol gynhwysol ac empathig, fel y dangosir yn glir yng Nghynllun Pobl a Diwylliant yr Ymddiriedolaeth.

10. Gan ddefnyddio syniadau ar gyfer gwella a rannwyd drwy'r arolwg a thrwy wyddoniaeth ysgogi, mae Rhwydwaith Lleisiau WAST a'r Tîm Datblygu Sefydliadol wedi cyflwyno ystod o wahanol ymyriadau, gan gynnwys proses Rhyddid i Godi Llais newydd (gan gynnwys llwyfan adrodd dienw), mentora o chwith (cysylltu uwch arweinwyr â phrofiad bywyd), Parau Grymuso (mentora i gefnogi cydweithwyr sy'n profi syndrom y ffugiwr a gwella hyder), datblygu canllaw egwyddorion diogelwch rhywiol, ymgyrch bosteri, lansio podlediad sy'n ymchwilio i themâu cymdeithasol a'u cysylltiad â'r gweithle, cynnal digwyddiadau siaradwyr gwadd rheolaidd, darparu sesiynau dysgu pwrpasol sy'n cynnwys hyfforddiant gwylwyr gweithredol a hwyluso trafodaethau grŵp pynciol ym mhob digwyddiad croesawu cydweithwyr newydd.

11. Cydnabyddir hefyd nad yw'r ymyriadau hyn yn berthnasol i wella'r hinsawdd o ddiogelwch rhywiol yn unig, ond hefyd yn cefnogi ymdrechion y sefydliad i wella amgylchedd gwaith yr holl staff, meithrin gwell perthnasoedd rhwng rheolwyr a staff a gwella boddhad gweithwyr a chadw staff. Cydnabyddir bod hon yn broses hirdymor ac y bydd y newid diwylliannol hwn yn cymryd cryn dipyn o amser.

Llywodraethu ac Atebolrwydd

12. Mae Bwrdd WAST a'r Tîm Arwain Gweithredol wedi'u hysbysu'n llawn ac wedi bod yn gefnogol i'r gwaith hwn ac roeddent yn allweddol wrth gomisiynu'r ymarfer gwrando a gynhaliwyd yn 2021 a ddaeth â materion o fwlio ac aflonyddu o fewn y gwasanaeth i'r amlwg. Arweiniodd yr argymhellion o'r adroddiad hwnnw at yr arolwg diogelwch rhywiol a chafodd y Tîm Arwain Gweithredol ei friffio'n llawn o gyfnod cynnar mewn perthynas â'r themâu arwyddocaol a gododd.
13. Mae'r dull o greu lle ar gyfer gwrando a chael eu harwain gan y rhai y mae'r materion yn effeithio arnynt wedi sicrhau sianeli cyfathrebu agored a pherchnogaeth ar faterion gyda'r gwasanaeth. Dros y tair blynedd diwethaf, mae hyn wedi llywio rhaglen ddatblygu'r Bwrdd, wedi sicrhau trafodaeth aml ar lefel uwch, a datblygiad metrigau diwylliannol, ansoddol a meintiol, i ddangos newid diwylliant ystyrlon. Roedd penderfyniad ymwybodol i symud i ffwrdd o sefydlu cynllun gweithredu arwahanol a chadarn a ddyfeisiwyd gan uwch arweinwyr, ond i gymryd rhan mewn proses ddeinamig a grëwyd ar y cyd â'n Rhwydwaith Lleisiau.
14. Mae gan y metrigau a themâu diwylliannol nifer o fecanweithiau adrodd priodol. Mae'r Pwyllgor Pobl a Diwylliant yn derbyn diweddariadau chwarterol ar y themâu, ymhlith metrigau pobl a diwylliant eraill; mae'r Prif Weithredwr, y Cyfarwyddwr Anweithredol sy'n arwain pobl a diwylliant a'r Cyfarwyddwr Pobl a Diwylliant yn derbyn adroddiadau Gwarcheidwad chwarterol. Mae'r Tîm Arwain Gweithredol yn cael diweddariadau misol ar fetrigau diwylliannol, bob yn ail rhwng meintiol ac ansoddol bob mis ac yn cynnwys mesurau yn edrych ar faterion cydraddoldeb, amrywiaeth a chynhwysiant, recriwtio, cysylltiadau gweithwyr ac absenoldeb er enghraifft.

15. Mae rôl ganolog ein Prif Weithredwr a chymeradwyaeth unfrydol Bwrdd yr Ymddiriedolaeth wedi bod yn allweddol wrth ysgogi ymrwymiad i wella diwylliant y sefydliad. Mae uwch arweinwyr wedi cymryd safiad eofn wrth hyrwyddo'r achos hwn ac nid symbolaidd yn unig yw eu cefnogaeth ddiwro; mae'n fynegiant diriaethol o ymrwymiad y sefydliad i drawsnewid diwylliannol. Gan gydnabod yr angen am drafodaethau agored a didwyll, mae podlediadau wedi'u datblygu, sy'n canolbwyntio ar sgysiau am ddiogelwch rhywiol gyda chyfarwyddwyr, gan feithrin amgylchedd lle gall mewnwelediadau a dysgu lifo'n rhwydd.

16. Fel rhan o ddiwylliant codi llais, mae'r Prif Weithredwr, y Cyfarwyddwr Anweithredol sy'n arwain Rhyddid i Godi Llais heb Ofn a'r Cyfarwyddwr Pobl a Diwylliant yn derbyn diweddariad llafar ac ysgrifenedig yn uniongyrchol gan y Gwarcheidwad arweiniol am themâu allweddol a phatrymau adrodd drwy'r gwahanol lwybrau i godi llais. Mae hwn yn un o argymhellion allweddol Swyddfa'r Gwarcheidwaid Cenedlaethol (NGO) a hefyd yn argymhelliad allweddol o adolygiadau diwylliannol eraill i sicrhau bod uwch arweinwyr yn ymwybodol o themâu. Yn ogystal, mae'r Cyfarwyddwr Pobl a Diwylliant hefyd yn cael sgysiau misol gyda'r Prif Weithredwr i drafod themâu sy'n codi o'r timau Cydraddoldeb, Amrywiaeth a Chynhwysiant, Diwylliant a Gwasanaethau Pobl.

17. Mae Pwyllgor Pobl a Diwylliant yr Ymddiriedolaeth yn canolbwyntio'n frwd ar faterion diwylliant, yn derbyn adroddiadau rheolaidd ac yn ymchwilio'n fanwl i faterion sy'n ymwneud â diwylliant er mwyn i aelodau'r Pwyllgor, a'r Bwrdd ehangach, allu craffu ar waith yn y maes hwn a cheisio'r sicrwydd perthnasol.

18. Mae dileu hierarchaethau a ffiniau traddodiadol yn amlygu ymrwymiad yr Ymddiriedolaeth i wrando a dysgu o bob lefel o'r sefydliad. Mae'r dull hwn wedi hwyluso awyrgylch mwy cynhwysol a chydweithredol, gan ganiatáu ar gyfer

cyfnewid syniadau a phrofiadau heb ofni dial. Nid cyfarwyddeb o'r brig i lawr yn unig yw cymeradwyaeth Bwrdd yr Ymddiriedolaeth; mae'n ymrwymiad ar y cyd a gwirioneddol i ysgogi newid cadarnhaol. Mae cysylltiad gweithredol y Bwrdd â chwalu rhwystrau a meithrin cyfathrebu agored yn adlewyrchu ethos y sefydliad o gydgyfrifoldeb ac arweinyddiaeth gydweithredol wrth geisio sicrhau gweithle mwy diogel a mwy cynhwysol.

19. Mae gan Dîm Arwain Gweithredol, Bwrdd a Phwyllgor Pobl a Diwylliant Gwasanaethau Ambiwlans Cymru i gyd le ar gyfer trafodaeth, cymorth a dysgu, yn enwedig mewn perthynas â meysydd lle nad ydynt o bosibl yn cael eu heffeithio. Mae'r cyflwyniadau profiad bywyd ac astudiaethau achos gan gydweithwyr a defnyddwyr gwasanaeth yn cael eu hystyried yn ofalus gyda rhesymeg o ran yr effaith ar yr unigolyn sy'n cyflwyno, gan gynnwys caniatâd a chydabod yr anghydbwysedd pŵer posibl ac unrhyw anfantais wrth gymryd rhan; a chofnodi canlyniad a gweithgarwch dilynol yn ofalus. Mae mantra y NGO sef Codi llais, Gwranddo, Gofal dilynol yn darparu fframwaith defnyddiol.

Dysgu ehangach

20. Man cychwyn WAST ar gyfer newid oedd addef problem yn ei chyfanrwydd, waeth pa mor anghyfforddus y mae hynny wedi bod. Mae sefydliadau sydd wedi ymrwymo o'r blaen i gael gwared ar ymddygiad o'r fath wedi methu, fel y dangoswyd yn adroddiadau [Casey](#), [Afzal](#) ac [Atherton](#). Mae deffroadau diwylliannol yn parhau i ddigwydd ar draws gwahanol ddiwydiannau a sectorau, wedi'u hysgogi'n bennaf gan actifiaeth Cenhedlaeth Z (pobl a aned rhwng 1997-2012). Ffactor cyd-destunol gofal iechyd sydd hefyd yn dylanwadu ar sut y codir ymwybyddiaeth ar draws y sefydliad yw'r gred y bydd newid mewn

agweddau yn cael effaith gadarnhaol ar ofal cleifion a'r [bwlch iechyd cyffredinol rhwng y rhywiau](#) yng Nghymru.

21. Mae'r Ymddiriedolaeth wedi bod yn agored ac yn dryloyw drwy gydol y daith hyd yn hyn a chymerodd dull rhagweithiol gyda'r cyfryngau i ddangos ein hymrwymiad i newid cadarnhaol, gan weithio gyda [BBC Wales](#) i dynnu sylw at y gwaith hwn ym mis Awst 2023. Mae'r sefydliad wedi'i gydnabod gan ystod eang o randdeiliaid allanol gan gynnwys Y Cyngor Proffesiynau Iechyd a Gofal (HCPC), Coleg y Parafeddygon, a Chymdeithas Prif Weithredwyr Ambiwylansys fel un sy'n arwain y sector gyda'r dull a'r ymrwymiad i ddiogelu diwylliant Gwasanaeth Ambiwylans Cymru drwy gymryd perchnogaeth o'r gorffennol a'r presennol drwedd a thro.

22. Mae WAST wedi ymrwymo i ddull y sector ambiwlans gyfan at [Leihau Casineb at Fenywod a Gwella Diogelwch Rhywiol](#). Yn ddiweddar, darparodd Cymdeithas Prif Weithredwyr Ambiwylans dystiolaeth lafar a chyflwynodd [dystiolaeth ysgrifenedig](#) sy'n amlygu pryderon cynyddol, i alwad gan Senedd y DU am gyflwyniadau.

Casgliad

23. Dysg allweddol Gwasanaeth Ambiwylans Cymru fu addef y canfyddiadau ac ymddiheuro i'r rhai yr effeithir arnynt, pwysigrwydd arweinyddiaeth ym mhob rhan o'r sefydliad, cymryd rhan mewn trafodaethau, myfyrio a chreu gofod, ond yn bennaf oll, gwrando a derbyn bod yna cryn bellter i'w deithio o hyd fel sefydliad.



Fire and Rescue Services Association Response:

SUBMISSION TO EQUALITY AND SOCIAL JUSTICE COMMITTEE

Enquiry into the fire and rescue services

Introduction

We are very pleased to offer a written submission to the inquiry regarding the governance of the Fire and Rescue Service in Wales. By way of background, our union was founded in 1976. The Fire and Rescue Services Association (FRSA) is a United Kingdom wide, independent, member-led trade union representing other public-spirited individuals who are primarily On-Call firefighters. In 2018 the union changed its name from the Retained Firefighters' Union (RFU) to the FRSA to take account of the fact that our membership had been widened to welcome other fire service employees (grey and green book staff) who are more aligned with our values, our professional approach to negotiating local terms and conditions and how we positively and pragmatically represent our members at local and national level.

We ourselves are a broad-church, representing a wide range of political views, but with a common commitment to serve the local and national communities. For this reason, we have agreed not to exercise our right to strike, as our members cannot, in clear conscience, place their communities at risk by withdrawing their professional services.

In relation to our response, we will follow the terms of reference as set out by the inquiry.

1. The extent governance arrangements contributed to the failing identified in the SWFRS culture review.

The review undertaken into the SWFRS was amongst the most detailed into the operations of a fire and rescue service. The FRSA have had long-held concerns regarding the governance of fire and rescue services. These concerns are fourfold and repeated throughout the United Kingdom. The review did not highlight specific issues with the authority, so our response is based on our extensive experience of governance arrangements across the United Kingdom.

Size of authority

There has been a longstanding tradition of fire and rescue authorities to be large. While in theory this should allow a diversity of views, in reality, meetings become unwieldy, often incoherent, and few people speak on a regular basis. Accountability is diluted and lost in the sheer numbers. Important issues are often not discussed in a coherent manner, and members themselves often feel that they are having little impact upon the operation of the service itself. Smaller groups of people who would be able to dedicate their local authority work into more discrete areas would be better than the current arrangement in South Wales.

Lack of Expertise

The situation arising in all fire and rescue services, is that the authority is required to hold the chief fire officer and their leadership team to account, yet the chief fire officer acts as the professional adviser to the authority itself. Too often the role of holding the senior leadership team to account becomes seriously diluted. Many members overly rely on the information provided before them and offer little or nothing in the way of direct challenge. On the rare occasions where this does happen relations can break down. In South Wales the authority clearly lacked expertise in the running of fire and rescue services, and soon found themselves out of their depth when the current difficult situation arose – otherwise Commissioners would not have been appointed. They would have benefited from an independent source of advice assisting them in the questions they should ask, and the answers they would expect. Fire authorities themselves are vulnerable to falling prey to vested interests within the service or elsewhere who seek to influence change to their benefit. In many cases this helps to make the senior leadership team's task easier, as they are not required to confront radical options and alternatives.

Understanding of role

It is clear that many fire authorities, including the South Wales authority, have a misunderstanding of their role. They are often encouraged to be in 'partnership' with the senior management team, or act as 'critical friends'. They are in fact ultimately responsible for the proper running of the authority and need to act appropriately. This requires difficult questioning and a dogged attempt to obtain answers to concerns. Too often the chair becomes too entangled with senior leadership team. They should not be friends but should maintain a cordial but critical distance.

Distance from the fire and rescue service

For many fire and rescue authority members there is little or no contact with those firefighters who operate the service. The members may well enjoy the kudos of ceremonies and special events, but they are often not open to direct approaches by concerned members of staff, or even members of the public. They do not engage with staff networks or open themselves for discussion on a regular basis with station staff in the absence of senior management. Serious misdemeanours occur without those who should be holding the senior management team accountable being aware of them.

2. The capacity and capability of FRAs to change the existing management structure and practices that have been identified as potential areas of concern, and their willingness to deliver cultural change.

The evidence is crystal clear. FRAs as currently constituted, do not have the capacity or ability to deliver cultural change. The first barrier to this is the understanding of what cultural change is needed. Many fire authority members consider that the fire service is in a reasonable place. They find the male dominance of services, and the disciplinarian regime, reassuring. They have an old-fashioned view of emergency services no longer shared by their counterparts in the ambulance service, police or military. Many of those who are members of authorities are well-meaning amateurs, with no experience of driving through cultural change in any organisation, let alone an emergency service. Focus on change is lost, as fire authority members will tend to defend the service rather than challenge it. Those who do are often identified as mavericks and ostracised.

3. The failure of previous attempts at reform exploring the barriers that prevented implementation of previous review, specifically the Commission on Public Service Governance and delivery, which called for the reconstitution of FRAs.

In 2014 the Commission said:

‘Fire and Rescue Authorities cannot both manage services and scrutinise their delivery. Although we are sure that members of the authorities are committed and enthusiastic, it is asking too much to expect councillors to provide meaningful strategic leadership of a professional uniformed emergency service. Nor can they provide effective scrutiny of a service for which they are legally responsible, or for decisions which are taken in their name.’

These facts have been well-known in the fire and rescue world for many years. We believe the barriers to reform are clear. Vested interests – local authority members who do not wish to lose control of their positions; chief fire officers who enjoy the lax governance arrangements; those unwilling to change duty systems or broaden roles as the current system inhibits development of the firefighter role; those in other emergency services who do not wish to become too closely aligned with fire and rescue service, which they see as tainted; other emergency services whose leaders are unwilling to explore the full benefits of collaboration. Governments have recognised the need for reform but have failed in effective implementation.

In England there was a move towards regional fire and rescue services, which while not without difficulties, was generally seen as a positive step – but this failed. The government encouraged fire and rescue mergers – however these were few and far between – and as seen in Dorset and Wiltshire did not necessarily result in better governance; Police Fire and Crime Commissioners (PFCCs) in England were introduced, but overall, the results have varied from the bizarre, to the banal, to the reasonable. They have certainly not produced the ‘step changes’ the government envisaged. Merging police with fire governance does not work – it is too big a task.

The oversight of PFCCs has been set as deliberately weak, so as not to undermine their electoral mandate. However, that mandate is weak, and the PFCC role is little understood.

In Scotland a national fire and rescue service was created, however, its performance has not been strong in governance terms. Mayors have started to figure more in governance arrangements – but they have shown little inclination for radical change. Clearly with a variety of governance types doing poorly there is something much deeper at work. Ultimately it is the quality of leadership, the lack of diversity throughout the organisations, the lack of proper accountability, and barrier creating organisational structures such as the UK wide National Joint Council which actively inhibit change.

4. How the Welsh Government's 2018 consultation on reform of Fire and Rescue Service has shaped current governance arrangements and working practices. The extent to which Welsh Government acted on concerns identified through this consultation and its 2019 progress report.

The progress report from 2019 makes depressing reading. It is a service largely devoted to service delivery, with little vision for expanding its role as part of the wider emergency service family. The progress report itself reflects a litany of problems – too many to repeat here. Given it is five years old, little has since improved. Piecemeal reform and statements of ambition are clearly no longer tenable.

5. The changes needed to strengthen current arrangements for inspection and audit, including the role of external bodies including the Auditor General for Wales.

Currently the adviser operates inspections on a thematic basis. In England His Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) work on the basis of individual fire and rescue authorities, but will also undertake thematic investigations. We do not consider that the adviser has the resources for in-depth inspection. We also consider that in smaller areas, there is a danger of inspectors becoming too close to the services they are inspecting.

In England HMICFRS has been criticised for missing serious failing within fire and rescue authorities. Part of this problem seems to rest with too many people coming from within the fire and rescue service as part of the team. We have, based on our experience, warned against this in the past but have been ignored.

Audit plays an important part of inspection of fire authorities, but demarcation lines need to be defined between technical and financial investigation, and they need to work closely together. The Commission itself spoke of overlapping responsibilities of inspection bodies, and the inherent inefficiencies. Their activities need to be closely aligned.

Overall, we would suggest keeping the adviser role separate to inspection, and undertaking inspections on an area basis by HMICFRS, but with clear guidelines developed by the Welsh government.

6. The effectiveness of mechanisms for ensuring that evidence collected through inspections and reviews of the FRSs by the Chief Fire Adviser and Inspector for Wales is used and acted upon and the arrangements for shared learning from inspections of FRSs undertaken in other UK nations, specifically in England, to inform policy.

The Commission of Public Service and Governance said:

'We heard too that whilst audit, inspection and regulation can effectively identify the need for change and improvement, organisations do not always respond well or effectively to this. We were told that organisations may choose to ignore or deny the validity of findings and fail to act on them; recent failures of services or in organisations substantiate this.'

The reality across the UK is that there are no mechanisms to ensure that inspections are acted upon or recommendations are followed up. Recommendations in England that come through the inspectorate and independent reviews are left in the hands of fire and rescue authorities, who have neither the expertise or capacity to follow up.

There are no sanctions for not taking forward recommendations; the main dangers are reputation, and history has shown fire and rescue authorities pay scant attention to these until they become overwhelmed by public outrage. Similarly with government reports, there is usually no follow-up action.

Big ticket issues may be taken forward – but many, if not most recommendations, are left in abeyance, and left to gather dust once the next issue arises. The National Fire Chiefs Council has a general advisory role, but this is ad hoc, and it has no remit to comment on individual fire and rescue service's performance. Its work is largely done in private, and much of it is hidden from view behind protected areas on its website.

The Local Government Association produces reports and strategies, but they are high level, and of little practical use; in any event they are not followed up, and often repeated every few years. The National Joint Council for Fire and Rescue Services (NJC) also produces documents, again at high level, generally not of any practical use, and certainly not followed up in any systematic manner. The HMICFRS would like a wider role in ensuring follow-up action, but its credibility at the moment is dented, and we can see no particular benefit in extending its role further.

Conclusions

The fire and rescue services across the United Kingdom are currently mired in a sorry state, and Wales is not immune. Serious reports regarding cultural issues have been published recently in Dorset and Wiltshire, London Fire Brigade and latterly South Wales. Reported concerns have been raised in the national media regarding cultural standards in North Wales.

These build on fire and rescue performance criticisms in terms of the Manchester Arena outrage, and the Grenfell Tower tragedy. In England a patchwork quilt of governance arrangements has resulted in a lack of cohesion amongst fire and rescue services, not least in relation to important matters such as training, cohesion and

cultural reform. Responsibilities are spread across a number of bodies, with primary responsibility resting with fire and rescue authorities, who are clearly not up to the task.

The National Joint Council (NJC) for Fire and Rescue Services, responsible for national pay and conditions, tends to lean towards maintaining stability in the sector rather than progressing innovation, it certainly does not address the needs of Wales, with its particular mixture of densely populated urban areas, and remote rural areas.

There is no magic bullet to resolve these problems, but they have to be addressed or they will continue to grow. Controversy after controversy now occurs on almost a monthly basis, and it will continue to occur destroying both trust and reputations.

We would suggest that the following should be put in place:

- i) Area based inspections, with a clear and robust remit from the Welsh government as to what is to be inspected.
- ii) Station audits should be regularly undertaken.
- iii) The adviser role should be independent of the inspection process but be responsible for monitoring progress on inspections.
- iv) Inspectors should be drawn from a wide area of expertise, drawing on fire expertise only where necessary.
- v) Inspection teams to be drawn from a wider area than Wales, to ensure that they do not get drawn too close to those being inspected.
- vi) A standing body should be put in place to monitor progress on recommendations arising from inspections and elsewhere.
- vii) A Wales only NJC should be created, with wider trade union representation, focussing on the specific needs of Wales, and with the removal of the anachronistic processes of the current NJC.
- viii) Work should be put in hand to create an all-Wales fire and rescue service, with a small board consisting of experts appointed by the Welsh Government who will hold the national Chief Fire Officer and his team to account.
- ix) A substantial research and development budget should be set aside to support the new organisation.
- x) Clear expectations of emergency collaboration should be set by the Welsh Government and progress towards full collaboration effectively monitored.

Ends

Tristan Ashby
Chief Executive Officer

07 March 2024

1. Introduction

1.1 The National Fire Chiefs Council (NFCC) is pleased to submit written evidence to the Senedd's Equality and Social Justice Committee Inquiry into Fire and Rescue Services (FRS). This evidence should be considered alongside the oral evidence provided to the inquiry by NFCC Chair Mark Hardingham on 4th March 2024.

2. Background

2.1 NFCC is an independent membership association comprised of a council of Chief Fire Officers and is the professional voice of the UK FRS. Our overarching aim is to lead, support and coordinate prevention, protection, resilience and emergency response across FRS so that they can meet changing demands and keep communities safe. NFCC has a unique role in representing FRS at a national level and leads on driving improvement and development throughout FRS, while supporting strong leadership – including for the devolved administrations.

2.2 The Chair of NFCC acts as the first point of contact for the Home Office, fire professionals, and partners such as the Local Government Association or the Association of Police and Crime Commissioners. NFCC represents fire and rescue in a range of Government and sector forums and the Chair is the first line of advice to ministers in England during major incidents. The NFCC context is slightly different in Wales in that the Welsh fire services are all members of the NFCC but the role of advising Welsh Government, unlike in England, does not fall to the NFCC Chair but instead to a separate Welsh Fire Adviser and Inspector.

3. FRS Culture

3.1 The NFCC has a clear and stated view that the culture in fire and rescue services, and the way misconduct is handled needs to improve, and to improve quickly. NFCC has published a clear organisational culture statement that is available here: [NFCC-Organisational-Culture-Statement.pdf](#)

3.2 The statement sets out that the NFCC believe that everyone deserves to work in safe environments that are free from bullying, harassment and discrimination, abuse and harm, where they feel supported, welcome and able to thrive. This, in turn, enables the NFCC to support fire and rescue services to provide the best possible service to the public – services that are inclusive, professional and inspire confidence and trust.

4. The extent governance arrangements contributed to the failings identified in the SWFRS culture review.

4.1 NFCC has played no role in the governance arrangements of SWFRS and therefore is not able to comment in detail or directly on what extent the arrangements have contributed to the failings identified in the SWFRS culture review. Further, NFCC is not sighted on the discussions that have taken place in Wales in this respect at either Fire and Rescue Authority (FRA) or Welsh Government level.

4.2 However, on governance in general its importance cannot be overstated, and corporate failings will always have a link to governance. Whilst NFCC does not have a preferred type of governance it must be good governance in accordance with the widely acknowledged CIPFA/SOLACE established seven principles of good governance and the political governance should operate effectively with the Chief Fire Officer (CFO) and senior leadership teams.

4.3 NFCC believe CFOs are best placed to manage the operational running of services, recognising that this can only be done effectively with appropriate political oversight through a democratic mandate, good governance, accountability, and robust political decision-making in place.

4.4 Good governance includes the important role of scrutiny, and having arrangements in place that reflect the high standard communities expect for an important public safety service.

4.5 The Local Government Association (LGA) have published guidance called *Leading the Sector – Oversight of FRS performance*. This includes guidance on scrutiny which relies on the following conditions being in place:

- responsibility for performance oversight must be clearly assigned;
- FRA members must have a positive attitude towards scrutiny;
- senior officers must have a positive attitude towards scrutiny;
- arrangements for effective work programming must be in place;
- those undertaking scrutiny must have access to a range of reliable information from a variety of sources; and
- those undertaking scrutiny must have access to the knowledge and skills necessary to do so effectively

4.6 By way of comparison, nationally (UK), fire governance is not one single model of governance. Combined fire authorities, county council fire authorities (with different delegation frameworks), Police, Fire and Crime

Commissioners (PFCCs), different Mayoral models—all have different decision-making approaches, different delegations to officers (and cabinet members where appropriate), and different scrutiny requirements and practices.

4.7 Under whichever model an FRS is governed, there is the necessity to be accountable to the public and the public rightly expect the highest level of service and standards. The role of governance is set out in the Wales Fire and Rescue National Framework 2016, and it will be a matter for Welsh Government if this needs to be reviewed.

5. The capacity and capability of FRAs to change the existing management structures and practices that have been identified as potential areas of concern, and their willingness to deliver cultural change.

5.1 NFCC is not sighted on the discussions that have taken place in Wales at either FRA or Welsh Government level so is not able to comment in detail or directly on the capacity and capability of FRAs to change the existing management structures and practices or their willingness to do so.

5.2 As set out previously, the role of the FRA is clearly set out in the Wales Fire and Rescue Service National Framework 2016, and it is a matter for Welsh Government if this needs to be reviewed to strengthen these arrangements to reflect the intent in this aspect of the review.

6. The failure of previous attempts at reform including exploring the barriers that prevented implementation of previous reviews, specifically the Commission of Public Service Governance and Delivery, which called for the reconstitution of FRAs.

6.1 NFCC has not been involved in the work following previous reviews and is not sighted on the detail of the outcomes following the previous attempts to reform the sector and was not involved in the reform agenda in Wales, therefore is not able to comment directly or in detail.

6.2 NFCC however note that the Commission made the recommendation (Recommendation 16) that the Chief Fire Officer (CFO) should be legally responsible for planning, managing and delivering fire and rescue services, in a similar way as a chief constable is responsible for policing.

6.3 NFCC concur with this recommendation. Unlike in policing, CFOs at present do not have operational independence. By comparison, in policing the Chief

Constable is operationally independent, as outlined in [The Policing Protocol Order 2023 \(legislation.gov.uk\)](#).

6.4 NFCC believe CFOs are best placed to manage the operational running of services, recognising that this can only be done effectively with appropriate political oversight through a democratic mandate, good governance, accountability, and robust political decision-making in place.

6.5 This is a matter currently being developed within the Home Office and for English fire and rescue services following the recent FRS White Paper consultation and is potentially an area for a shared approach across English and Welsh FRS/FRA.

7. How the Welsh Government's 2018 consultation on reform of Fire and Rescue Services has shaped current governance arrangements and working practices. The extent to which Welsh Government acted on concerns identified through this consultation and its 2019 progress report.

7.1 NFCC has not been involved in the work following previous reviews and is not sighted on the detail of the outcomes on how the Welsh Government's 2018 consultation on reform of Fire and Rescue Services has shaped current governance arrangements and working practices.

7.2 NFCC responded to the 2018 consultation and a copy of our response is here: [Reform of fire and rescue authorities in Wales | GOV.WALES](#) (Response number 56).

8. The changes needed to strengthen current arrangements for inspection and audit, including the role of external bodies including the Auditor General for Wales.

8.1 The inspection and audit of FRS and FRAs is a matter for Welsh Government and any associated bodies. Furthermore, whilst there are inspection models in place for English and Scottish FRS, namely His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) and His Majesty's Fire Service Inspectorate in Scotland (HMFSI), governance arrangements are not inspected as a matter of course.

8.2 However, on inspection and audit in general, these play an important part of the governance and assurance of FRS performance in the vital role they provide to the public. Both are an important part of good governance.

8.3 It must be noted that the extent of the role and effectiveness of inspection and audit will be directly linked to the capacity and capability of the respective functions and the level of resource they have to hand to enable them to inspect and audit the breadth of FRS functions.

8.4 In English FRS, HMICFRS have a rolling programme of inspections of all aspects of every fire and rescue service against a detailed inspection methodology that sets out what good looks like. English FRS are currently being inspected for the third time since 2018. Alongside the rolling inspections, HMICFRS have undertaken a thematic inspection of 'Values and Culture in Fire and Rescue Services' (published 30 March 2023) and are in the process of undertaking a further thematic misconduct inspection, with the report and findings due to be published later this year (Summer 2024).

9. The effectiveness of mechanisms for ensuring that evidence collected through inspections and reviews of FRSs by the Chief Fire Adviser and Inspector for Wales is used and acted upon and the arrangements for shared learning from inspections of FRSs undertaken in other UK nations, specifically in England, to inform policy.

9.1 How the work of the Fire Adviser is acted upon, and the extent to which learning from elsewhere in the UK is applied in Wales, is a matter for Welsh FRS bodies.

9.2 From a shared learning perspective, NFCC is in a unique position in that it can harness the knowledge and expertise across the country, including drawing from international practice, and bringing it together for the benefit of all and to share learning.

9.3 NFCC provides products, tools, guidance, training and services to all members, which includes FRS in the devolved administrations. All Welsh FRS are active members of the NFCC and have access to all the products, tools and guidance NFCC produce which they can use as they deem necessary and appropriate.

9.4 Further, all Welsh FRSs can receive direct help from the NFCC Implementation Support Team. The role of the Implementation Support Team is to help FRS in their improvement activities by:

- Raising awareness of NFCC guidance, products, tools and Fire Standards (for England).
- Mapping gaps in FRS provision to NFCC products and standards.

- Helping to understand and embed products and standards by developing. implementation toolkits and providing workshops and training.
- Signposting to best practice across the sector (The Positive Practice Portal).
- Providing feedback to NFCC colleagues about products including recognised benefits, barriers to implementation, and further support required.

NFCC Positive Practice Portal

The Positive Practice Portal can be used by Fire and Rescue Services who are interested in interventions that support communities, colleagues, and partners in keeping everyone safe and secure.

The Portal provides details about interventions, which have been developed by one or more FRS to address a particular need, concern or organisational change recognised by the NFCC or HMICFRS as an innovative or positive practice. These practices are in different functional areas and may include operational and non-operational responses, business practices and good ideas.

Many of the practices have already been included in a [HMICFRS inspection report](#) and all will receive further analysis from the new NFCC Organisational Learning team.

NFCC encourage all members of the FRS community to share examples of promising and new or innovative practice with us, as well as examples of interventions that didn't work.

Please see the response on behalf of Women in the Fire Service.

We would like to thank you for the opportunity to respond to the questions raised in your recent correspondence. Whilst we will not be able to comment on each area specifically, please see our response and are happy to discuss further if required.

WFS would not comment on a particular governance structure or constitutional arrangement that is in place and whether it is a barrier to culture change; however we have seen reports from across the fire sector where issues are within FRS's with a range of governance arrangements, is it less about the governance arrangements and more regarding the entire institution that is the barrier. It is important that any fire and rescue authority and Chief Fire Officer must want to lead reform and culture change and the Chief Fire Officer must be given the full support of resources and political leadership to achieve this, sufficient scrutiny should also form a part of these arrangements, accountability of progress is key to delivering change.

Inspection within England has highlighted the need for culture change and this is now a priority focus for fire and rescue services and the sector as a whole. WFS has seen an increase in the level of engagement with our training and development events locally and nationally. WFS are now a key stakeholder within the National Fire Chiefs Council being involved in national events and most recently the first menopause event hosted by the NFCC in September 2023. Whilst WFS have been questioning for decades the need for change and supporting women throughout this time, there is now a clear national and collective drive for culture change within the fire sector.

WFS continues to be an not for profit organisation that is here to enable and inspire confident and successful women. We also aim to build a more progressive Fire and Rescue Service and this certainly extends to supporting our amazing men to be the best allies they can be. Our reach is international and we would continue to welcome all our Welsh services to recognise WFS as a resource to support the improvement of equity and inclusion.

Kindest regards

Kathryn

Kathryn Billing (she/her) MA BEng(hons) MCFI MIFireE
Chief Fire Officer – Service Director
Cornwall Fire and Rescue Service

Neighbourhoods Directorate
Cornwall Council
Service Head Quarters
Boswithian Road
Tolvaddon
Cornwall
TR14 0EQ

Working together to make Cornwall safer

