

**Shan Morgan**  
Ysgrifennydd Parhaol  
Permanent Secretary



Llywodraeth Cymru  
Welsh Government

Mr N Ramsay AS  
Cadeirydd y Pwyllgor Cyfrifon Cyhoeddus  
Senedd Cymru  
Bae Caerdydd  
CF99 1NA

29 Hydref 2020

## **TREFNIADAU CRAFFU'R PWYLLGOR CYFRIFON CYHOEDDUS AR GYFRIFON 2018-19 A'R ADRODDIAD BLYNYDDOL**

Diolch am eich llythyr dyddiedig 21 Medi 2020. Amgaeaf isod fy ymatebion i'r cwestiynau a godwyd gennych:

- 1. Mewn perthynas ag ymateb Llywodraeth Cymru i Argymhelliad 1 yn ein hadroddiad, cytunwyd y byddech yn cyhoeddi papurau'r Bwrdd, ac eithrio papurau sy'n cynnwys gwybodaeth sensitif swyddogol a manylion personol staff, yn ychwanegol at yr agenda a'r cofnodion, sydd ar gael ar hyn o bryd ar wefan Llywodraeth Cymru. A fyddech cystal â chadarnhau pryd y bydd Llywodraeth Cymru yn dechrau cyhoeddi'r papurau hyn. Nododd yr Aelodau yn y cyfarfod fod yr agenda a'r cofnodion diweddaraf wedi'u cyhoeddi ar 30 Gorffennaf 2020 a hynny mewn perthynas â chyfarfod o'r Bwrdd ym mis Mehefin 2020.**

Bydd Llywodraeth Cymru yn parhau i gyhoeddi'r agenda a'r cofnodion ar ôl i'r aelodau gytuno arnynt yn y cyfarfod dilynol o'r Bwrdd. Ar ôl y cyfarfod nesaf o'r Bwrdd ar 23 Hydref 2020, byddwn hefyd yn dechrau cyhoeddi papurau'r Bwrdd nad ydynt yn sensitif nac yn cynnwys manylion personol.

- 2. Rydych hefyd wedi dod i'r casgliad, mewn ymgynghoriad â Chadeirydd Pwyllgor Archwilio a Sicrwydd Risg (ARAC) Llywodraeth Cymru, na fyddai'n briodol cyhoeddi cofnodion neu bapurau'r Pwyllgor hwnnw. Yn eich llythyr, rydych yn cynnwys nifer o resymau dros hyn, ac rydym wedi nodi'r rhain.**



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Rydych hefyd yn nodi bod Llywodraeth Cymru yn gweithredu yn yr un modd â Llywodraethau eraill y DU a nifer o gyrff mawr yn y sector cyhoeddus. Aethom ati i gymharu'ch arfer presennol â disgwyliadau Llywodraeth Cymru o ran tryloywder yng nghyrff y GIG. Mae'n ofynnol i fyrddau ieuchyd lleol ac ymddiriedolaethau'r GIG yng Nghymru gyhoeddi agendâu, papurau a chofnodion cyfarfodydd eu 'pwyllgorau archwilio'. Gan fod Llywodraeth Cymru wedi derbyn ein hargymhelliad mewn perthynas â chyhoeddi papurau'r Bwrdd, hoffem ragor o fanylion am y rheswm dros ei phenderfyniad i beidio â gwneud hynny yn achos agendâu a phapurau ARAC.

Nid gyda chyrff ieuchyd nac awdurdodau lleol, y mae eu pwyllgorau archwilio a risg yn sicr yn ymdrin â materion pwysig, ond lle y byddai llai o sensitifrwydd fel arfer ynglŷn â'r materion a dan drafodaeth, y ceir y gymhariaeth fwyaf priodol. Rwyf o'r farn y ceir cymhariaeth well ag adrannau o Lywodraeth y DU ac adrannau llywodraeth eraill, lle y mae ein hymholiadau yn dangos na fyddai'n arfer cyffredinol i bapurau gael eu cyhoeddi. Mae'n bwysig yn fy marn i fod y trefniadau ar gyfer ystyriaethau ARAC yn darparu lle diogel ar gyfer trafodaeth lawn ac agored, ac ar gyfer fy nghynghori i, fel y Prif Swyddog Cyfrifyddu. Rwy'n poeni y gallai ansawdd y trafodaethau ddioddef os caiff papurau'r cyfarfodydd eu cyhoeddi.

Trafodwyd y mater hwn gyda Chadeirydd ARAC Llywodraeth Cymru sydd wedi cadarnhau ei fod yn fodlon rhannu cofnodion y cyfarfod yn gyfrinachol gyda'r Pwyllgor Cyfrifon Cyhoeddus, ond na all gytuno i rannu cofnodion a phapurau'n gyhoeddus.

- 3. Yn argymhelliad 7, rydym yn gofyn ichi gynnwys gwybodaeth fanwl yn egluro'ch llinellau atebolrwydd ac unrhyw fesurau sydd ar waith i ymdrin ag achosion posibl o wrthdaro buddiannau. Rwy'n sylweddoli y bu trafodaethau manwl â chi ynghylch hyn yn ystod ein sesiynau tystiolaeth er na chafodd y rhain eu hadlewyrchu'n llawn efallai yn ein hargymhelliad.**

**Fodd bynnag, yng nghorff ein hadroddiad (paragraffau 157 - 165 ar dudalennau 44 - 46) mae'n amlwg bod ein hargymhelliad wedi'i wneud yng nghyd-destun yr angen i gael mwy o eglurder ynghylch eich atebolrwydd i Bennaeth Gwasanaeth Sifil y DU. Roedd ein pryderon yn ymwneud ag achosion posibl o wrthdaro buddiannau neu, yn wir, y canfyddiad o wrthdaro o'r fath. Teimlai'r Pwyllgor fod eich ymateb yn cyfeirio at eich rôl mewn perthynas â chyrff hyd braich a Chyrff Cyhoeddus Cymru ac nid eich llinellau atebolrwydd i Brif Weinidog Cymru a Phennaeth Gwasanaeth Sifil y DU.**



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## **Byddem yn croesawu rhagor o wybodaeth i egluro'r diwethaf yn hytrach na'r cyntaf.**

Rwy'n gwerthfawrogi, o'r tu allan, efallai ei bod yn ymddangos fel pe bai posibilrwydd o wrthdaro buddiannau ond, mewn ymarfer, mae'r trefniadau ar gyfer fy nghyfrifoldebau adrodd yn gweithio'n ddi-rwystr ac yn ddidrafferth. Mae Prif Weinidog Cymru, Pennaeth y Gwasanaeth Sifil a minnau yn gwbl glir mai at Brif Weinidog Cymru yn unig yr wyf yn edrych am gyfarwyddyd, o ran fy mlaenoriaethau personol ac o ran blaenoriaethau gwasanaeth sifil Llywodraeth Cymru. Nid yw Pennaeth y Gwasanaeth Sifil wedi ceisio dylanwadu mewn unrhyw ffordd ar y modd y cyflawnaf fy nghyfrifoldebau wrth wasanaethu Llywodraeth Cymru, ac ni fyddai'n ceisio gwneud hynny. Ond, fel yn achos Ysgrifenyddion Parhaol eraill y gwasanaeth sifil unedig, Pennaeth y Gwasanaeth Sifil oedd fy rheolwr llinell at ddibenion cwblhau fy asesiad rheoli perfformiad blynyddol ac wrth ymdrin â materion yn ymwneud â chyflog. Mae'r un trefniadau yn wir yn achos Ysgrifennydd Parhaol Llywodraeth yr Alban, ac mae hithau hefyd o'r farn ei fod yn gweithio'n effeithiol mewn ymarfer. Mae hyn yn golygu fy mod i hefyd yn gysylltiedig â rhwydwaith yr Ysgrifenyddion Parhaol, sy'n ddefnyddiol ar gyfer sianeli cyfathrebu anffurfiol a'r cyfle a geir i ddarparu safbwynt Cymreig. Fel aelod o Fwrdd y Gwasanaeth Sifil mae gennyf y cyfle hefyd i gyfrannu at arweiniad y gwasanaeth sifil ar faterion a fydd yn aml yn effeithio ar staff Llywodraeth Cymru yn ogystal â staff Whitehall.

- 4. Roedd fy llythyr dyddiedig 14 Mai 2020 hefyd yn ceisio gwybodaeth am ganlyniadau Ymatebion i'r Arolygon Argyfwng. Rydym yn croesawu'r wybodaeth yn eich llythyr dyddiedig 27 Awst 2020 ym mhwynt 7, ond mae eich ateb yn cyfeirio at 'Arolygon Pwls', yn hytrach nag 'Arolygon Argyfwng'.**

**Mae'n ymddangos bod rhywfaint o ddryswch ar y ddwy ochr yn deillio o'r cyfeiriad at amrywiol arolygon yn ystod y cyfarfodydd ac mewn gohebiaeth ysgrifenedig. Yn eich gohebiaeth ysgrifenedig rydych yn cyfeirio at 'Arolygon Pwls' ac 'Arolygon Argyfwng'. Byddwn yn ddiolchgar pe gallech egluro'r sefyllfa fel mater o frys.**

Mae Llywodraeth Cymru wedi parhau i feithrin dealltwriaeth drwy gydol yr argyfwng COVID-19 er mwyn deall effaith barhaus y brigiad o achosion ar brofiad ein gweithwyr o safbwynt eu gwaith a'u llesiant o ddydd i ddydd, er mwyn llunio ein cynnig cymorth i weithwyr a llywio ein dull strategol ar gyfer pontio'n ddiogel. Mae hyn wedi cynnwys cymryd rhan yn yr arolygon canlynol ar gyfer Gwasanaeth Sifil y DU gyfan, y cafodd Llywodraeth Cymru ganlyniadau ar lefel sefydliadol ar eu cyfer:



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- Arolwg 'Pwls' COVID-19 a gynhaliwyd gan Swyddfa'r Cabinet ym mis Mai 2020, a edrychodd ar effaith gynnar y brigiad o achosion o COVID-19 ar fywyd gwaith gweision sifil, eu llesiant a'r gefnogaeth a gawsant gan reolwyr, timau ac uwch-arweinwyr.
- Arolwg 'Profiad Gweithio Gartref' Leesman a gynhaliwyd gan Asiantaeth Eiddo Llywodraeth y DU ym mis Gorffennaf-Awst 2020, a edrychodd ar effaith, anghenion a phrofiadau gweision sifil sy'n gweithio gartref oherwydd COVID-19.
- Yn fwy diweddar, cynhaliodd Llywodraeth Cymru arolwg 'Dychwelyd i'r Swyddfa' rhwng mis Awst a mis Medi 2020 gyda charfan beilot o staff sydd wedi dychwelyd i weithio mewn swyddfa o ganlyniad i lacio mesurau'r cyfyngiadau. Ymchwiliodd yr arolwg hwn i brofiad staff o weithio mewn swyddfa a gofynnwyd iddynt fynegi eu barn a ydy Llywodraeth Cymru yn darparu amgylchedd gwaith diogel i alluogi hyn.

Mae'r canfyddiadau yn galluogi Llywodraeth Cymru i gymryd camau cadarnhaol yn seiliedig ar adborth staff i lywio'r pecyn cymorth sydd ar gael i unigolion a rheolwyr. Mae hefyd yn helpu'r sefydliad i gynllunio ar gyfer cyfnod pontio diogel, a gyflwynir fesul cam, a pharatoi ar ei gyfer, yn unol â'r cyngor diweddaraf gan y Gweinidogion ac o ran iechyd y cyhoedd.

Mae rhai o'r negeseuon allweddol sydd wedi deillio o'r arolygon uchod yn cynnwys:

- Mae'r staff wedi gweld newid sylweddol i'w profiad gweithio o ddydd i ddydd o ganlyniad i COVID-19, gyda bron pob aelod o staff (99%) yn gweithio o bell (yn gweithio o gartref yn bennaf) ac 84% yn dweud bod eu gwaith wedi newid i ryw raddau o ganlyniad i COVID-19.
- Yn gyffredinol, adroddodd y staff am brofiad cadarnhaol o weithio gartref ac roeddent yn arbennig o fodlon â'r dechnoleg a oedd ar gael i'w cynorthwyo i wneud hynny.
- Roedd gan y rhan fwyaf o'r staff fynediad at y dyfeisiau TG, yr offer (75%) a'r cymwysiadau/rhaglenni meddalwedd (91%) yr oedd eu hangen arnynt i weithio gartref, ond roedd yn ymddangos bod staff yn llai bodlon â'r offer sydd ei angen ar gyfer gweithio gartref gan gynnwys desgiau/byrddau ac offer argraffu, copïo a sganio.
- O safbwynt gallu cynnal cydbwysedd iach rhwng bywyd a gwaith a bod yn gorfforol egniol wrth weithio gartref, roedd y darlun ymhlith y staff yn fwy cymysg, gyda thua dwy ran o dair (67%) o ymatebwyr yn dweud eu bod wedi



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gallu gwneud hynny. Ceir arwydd bod y rhai sydd â chyfrifoldebau gofalu, yn enwedig rhieni, wedi ei chael yn fwy heriol sicrhau cydbwysedd.

- Canfu'r 'Arolwg Pwls' COVID-19 fod tua 1 o bob 8 ymatebydd (13%) yn dweud nad oedd eu lefelau llesiant wedi bod yn dda dros yr wythnos a aeth heibio, a dywedodd 43% fod eu lefelau llesiant yn dda. Fodd bynnag, adroddwyd am welliant nodedig mewn llesiant (meddyliol a chorfforol) gan y rheini a oedd wedi dychwelyd yn fwy diweddar i weithio mewn swyddfa. Er enghraifft, nododd 61% o ymatebwyr welliant yn eu lefelau llesiant cyffredinol ers dychwelyd i'r swyddfa, a oedd hyd yn oed yn fwy amlwg ymhlith y rheini yr oedd angen iddynt ddychwelyd i'r swyddfa am resymau llesiant (83%).
- Roedd tua hanner yn teimlo'n fwy cynhyrchiol yn y swyddfa ac yn ei chael hi'n haws gwneud eu gwaith. Fodd bynnag, amlygodd y canlyniadau bwysigrwydd parhau i gefnogi llesiant staff, gyda rhai staff yn ei chael hi'n anodd cymryd seibiant ers iddynt ddychwelyd.
- Yn gyffredinol, roedd profiad y staff o weithio yn y swyddfa yn gadarnhaol gyda'r mwyafrif yn dweud eu bod yn gwbl fodlon â'r trefniadau gweithio newydd yn y swyddfa (83%) a'u bod yn teimlo bod y mesurau newydd a roddwyd ar waith yn cadw pobl yn 'gwbl' ddiogel (85%).
- Adroddodd staff ynglŷn â lefelau uchel o gymorth gan eu rheolwyr a'u cydweithwyr, gyda thros 90% yn dweud bod eu rheolwyr wedi eu helpu i addasu a bod eu timau wedi gweithio gyda'i gilydd i gefnogi ei gilydd drwy gydol yr achosion o COVID-19.

**5. Yn ogystal â hyn, yn ystod ein sesiwn tystiolaeth breifat gyda chi ar 4 Mai 2020, roeddem yn deall bod Llywodraeth Cymru yn cynnal 'Arolygon Clyfar' mewn perthynas â gwaith y Ganolfan Cydgysylltu Argyfyngau (Cymru). Byddwn hefyd yn ddiolchgar pe gallech gadarnhau hyn ac egluro diben a chasgliadau'r Arolygon Clyfar.**

Diben yr arolygon clyfar dan sylw yn eu hanfod oedd casglu gwybodaeth am sgiliau cydweithwyr sy'n gwirfoddoli i ymgymryd â rolau heriol yn y Ganolfan Cydgysylltu Argyfyngau (Cymru). Defnyddiwyd y canfyddiadau i addasu a theilwra hyfforddiant i ddiwallu anghenion ein gwirfoddolwyr.

O ran dysgu o'r pandemig yn fwy cyffredinol, mae nifer o ôl-drafodaethau strwythuredig, interim, wedi'u cynnal ar lefel genedlaethol a rhanbarthol yng Nghymru. I gael trosolwg o'r ystyriaethau ar gyfer pennu mesurau sy'n gysylltiedig â



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gwersi a nodwyd ac arfer da nodedig sydd wedi deillio o'r ôl-drafodaethau hyn ac, lle y bo hynny'n briodol, o'r ffordd y dylid gweithredu'r mesurau hynny hefyd, rydym wedi sefydlu Bwrdd Prosiect COVID-19. Cadeirir y Bwrdd gan uwch-swyddog ac mae'r aelodaeth yn cynnwys uwch-gynrychiolwyr o asiantaethau ymatebwyr allanol allweddol sydd â'r cyfrifoldeb cyffredinol dros reoli'r ymateb amlasiantaethol i COVID-19.

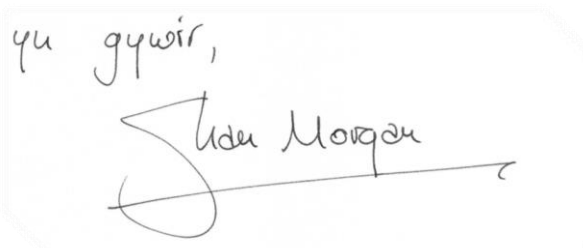
O ystyried natur estynedig yr argyfwng COVID-19, rydym hefyd wedi comisiynu adolygiad cyflym o ofynion adnoddau y Ganolfan Cydgysylltu Argyfyngau (Cymru) yn seiliedig ar yr hyn a ddysgasom o'i gweithredu hyd yma. Bydd yr argymhellion sy'n dod i'r amlwg yn ein helpu i ddarparu model staffio cadarn ar gyfer ein hymateb parhaus i COVID-19 ac, o bosibl, argyfyngau eraill cydamserol sy'n gofyn am Ganolfan Cydgysylltu Argyfyngau (Cymru) weithredol. Disgwylir adroddiad llawn yr adolygiad hwn yn fuan a chaiff ei ystyried ar frys gan y Pwyllgor Gweithredol.

**6. Yn olaf, tybed a ydych yn cofio'ch bod, yn ystod y gwaith o graffu ar gyfrifon y llynedd, wedi ymrwmo i rannu papurau'r Bwrdd yn ymwneud â datblygu polisi ar ddefnydd mewnol o'r laith Gymraeg. Yn anffodus nid ydym wedi cael y papurau hyn a gofynnwn am y wybodaeth ddiweddaraf yn y cyswllt hwn.**

Rwyf wedi cynnwys papurau Bwrdd Llywodraeth Cymru gyda'r ymateb hwn. Fel y byddwch yn cofio rhannais strategaeth Llywodraeth Cymru '*Cymraeg: Mae'n perthyn i ni gyd*' gyda chi ar 28 Gorffennaf 2020. Gallwch weld copi o'r strategaeth ar wefan Llywodraeth Cymru:

<https://llyw.cymru/cymraeg-maen-perthyn-i-ni-i-gyd-html>  
<https://gov.wales/cymraeg-it-belongs-to-us-all-html>

Sylwaf o'ch llythyr fod materion eraill hefyd yr hoffech fynd ar eu trywydd yn ddiweddarach yn y flwyddyn, a byddaf yn ymateb pan glywaf gennych unwaith eto.

A handwritten signature in black ink on a white background. The signature reads 'Shan Morgan' in a cursive style. Above the name, there is a small note in Welsh: 'yu gywir,'.

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Board Meeting: 13 September 2019

**AGENDA ITEM: [2]**

<b>Title of paper:</b>	<i>The Internal Use of the Welsh Language</i>
<b>Purpose of paper:</b>	To update the Board on work underway since to develop a policy on the internal use of the Welsh language.
<b>Action required by the Board:</b>	The Board is asked to note this paper. The Welsh Government is required to produce and publish a policy outlining how it will “promote and facilitate” use of the Welsh language internally. This policy needs to be developed within a wider political context in which the Government has set a target of a million Welsh speakers by 2050 and has committed to “lead by example in promoting and facilitating the use of the language by our own workforce”. This paper informs the Board of the work underway to develop a policy with a view to agreeing a final version by November 2019.
<b>Official presenting the paper:</b>	Dylan Hughes, First Legislative Counsel (Director, Office of the First Minister)
<b>Paper prepared by / cleared by:</b>	Paper prepared by Dylan Hughes, ext 25 1649, and Bethan Griffiths, ext 25 6185. Paper cleared by Des Clifford.
<b>TUS engagement/View point</b>	TUS have been invited to all work stream meetings organised as a part of the work. The Permanent Secretary has also met with the head of the TUS to discuss the issues involved.
<b>Date submitted to Secretariat:</b>	4/09/2019

## 1. Background

- 1.1 Since the Board's meeting on 17 May 2019, at which this subject was discussed, work has been underway to further develop a policy for use of the Welsh language. The policy is intended to underpin an aspiration for the Welsh Government to become – by 2050 – an organisation within which all staff can understand Welsh, bilingual working is enabled and there is a significant increase in the use of the language. The purpose of this paper is to update the Board of work over the past months to develop a policy, and the remaining milestones before a policy is agreed later this autumn.
- 1.2 In 2017, the Welsh Government published a new Welsh language strategy, *Cymraeg 2050 – towards a million speakers*. The strategy's aim is to increase the number of people who routinely speak Welsh to 1 million by 2050. Achieving this will require a change of culture and the adoption of wide reaching language policies. As noted in the Strategy itself, the Welsh Government civil service has a vital part to play in assisting Ministers to reach the goal of a million speakers. This is not only in developing the necessary policies to promote the language across Wales, but also by leading the way as a public sector employer.
- 1.3 Like many other bodies the Welsh Government must also implement and comply with the Welsh Language Standards put in place by the Welsh Language Measure 2011. We have sought not only to comply with the standards but be an exemplar of a body which promotes use of the language. One of the Welsh language standards requires bodies to develop a policy on supporting and promoting the use of Welsh in the workplace. A task and finish group of senior civil servants was established in 2016 to make recommendations about the aims of the policy. This work was updated and submitted to the Board in May 2019 with an additional paper that focussed on learning from other public sector organisations who have developed innovative policies in this area. At that meeting the Board was supportive of the ambition presented.
- 1.4 One of the actions of the meeting was to discuss the vision at one of the Permanent Secretary's challenge sessions in order to consider how the vision could be implemented. At the subsequent challenge session on 16 July, a methodology for developing the policy over the next months was agreed, namely the establishment of five work streams, tasked with developing milestones to be achieved over a cycle of 5 year periods up to 2050 and an outline work programme for the first period of the policy: 2019-2024. It was also agreed that a programme board be established, to be chaired by the Permanent Secretary, to oversee the work.
- 1.5 The overarching goal of this first period is for the Welsh Government to become an exemplar by reference to comparable public bodies in



Wales, though this is to be set within the context of the longer term policy.

## **2. Issues for consideration**

- 2.1 The current thinking is that the work streams will consider specific issues relating to the first five years of the policy, however, we intend to retain the work streams over the long term to review the effectiveness of the policy and the work programmes as they evolve. The five work streams underway, are:

### ***Workforce planning and recruitment (led by James Owen)***

This work stream is considering whether the system of specifying Welsh language skills as essential, desirable or not required is working effectively and whether a minimum level of Welsh language skills should be adopted for the purposes of recruitment and promotion. It is also looking at the potential impact of possible initiatives such as a Welsh specific civil service ‘fast stream’ or other graduate recruitment and development system and apprenticeships. More generally it is considering how use of the Welsh language could be mainstreamed across the Welsh Government, for example by moving away from a translation model of working to a situation in which documentation is routinely produced bilingually in all departments.

### ***Training and Development (led by Nina Durant)***

This work stream is considering the effectiveness of our current training and ways in which it could be expanded (were a minimum level of Welsh language skills to be introduced for example). It is considering the link between successful language training and a clear purpose for the training, and how learning can be supplemented by opportunities to use the language in work. This work stream will also need to consider what is required to reach each of the levels currently used to assess Welsh language skills and whether those levels remain suitable. Part of this exercise will require determining realistic timescales for developing “passive” Welsh language skills (i.e. being able to at least understand Welsh).

### ***Technology and efficiency (led by Dr Jeremy Evas)***

Crucial to all efforts to facilitate the use of Welsh will be utilisation of emerging technology; specifically translation tools and grammar aids that help people work effectively and accurately. More generally making use of Welsh Government ICT in Welsh should be made easier. Effective use of technology will need to mitigate, and ideally eliminate, any inefficiency that arises from working bilingually – an issue that is also being considered by this work stream.

***Communications, internal practices and behavioural science (led by Natalie Pearson)***

Leadership, clear messaging and winning ‘hearts and minds’ will be an important factor in delivering the vision. This work stream is considering how nudge theory could be used to encourage people to learn or to improve their Welsh language skills. It is also looking at how messaging might impact upon the policy, and what needs to be done to ensure positive impact. More generally we also know that we are prone to producing overly lengthy documents which increases the extent of the task of producing them bilingually. This work stream will need to consider what efforts can be made to change that culture and avoid inefficiency.

***External factors and statistics (led by Claire Bennett)***

The proposed new school Curriculum (due to be in place from 2022 onwards) will have a significant impact on the future workforce in Wales as from the 2030s onwards all those leaving school should be able to at least understand Welsh. Similarly initiatives such as adding a Welsh language element to higher education qualifications such as a Masters in Welsh Public Administration could have a positive effect (in particular if linked to a Welsh fast stream). More generally developing a more European and international outlook in which all language learning is valued in Wales would assist. Cementing a link between language skills and work and career prospects could lead to a virtuous circle. Statistics will also play an important part due to the long term nature of the policy and the need to review the trajectory from now to 2050. This work stream is considering the rate of improvement on Welsh language skills that would be required over the 5 year cycles running up to 2050, and how these external factor would impact upon this (and upon the sustainability of the policy from 2050 onwards).

- 2.2 All work streams have now met once each, and the TUS have been invited to all meetings. A further meeting of work stream leads has also taken place to ensure that inter-dependencies between work streams are also carefully considered; for example statistical modelling by KAS colleagues on workforce trends and language skills, and the proposed trajectory from now until 2050 will have significant implications for both the recruitment and training work streams. All work streams are currently working on a series of actions within their areas that will facilitate and promote the use of the language within the organisation. This will form the basis of the overarching policy.
- 2.3 The timescale for developing the detailed policy is short and challenging, but we are under pressure to move quickly. The following timetable outlines work that has happened over the summer period, and outstanding milestones before the policy is agreed with Ministers and the Executive Committee.

- 16 July – Challenge session led by the Permanent Secretary to discuss how to draw up the draft policy and first work programme (2019-2024)
- Late July and August – draft wording of policy developed through work streams on different aspects of the policy and work programme
- 15 August – meeting of the Workforce planning and recruitment work stream
- 15 August – meeting of the Training and development work stream
- 29 August – meeting of the Technology and efficiency work stream
- 2 September – meeting of the External factors and statistics work stream
- 3 September – meeting of the Communications, internal practices and behavioural science work stream
- 4 September – All work stream leads’ meeting
- 5 September – Welsh Language Commissioner attends the Senior Leaders Group to discuss the use of the language within the organisation
- 13 September – Welsh Government Board consideration of progress on developing the policy
- 26 September – possible message from the Permanent Secretary on the European Day of Languages to all staff informing of the work happening on developing the policy
- Mid October – finalise draft policy, milestones and first work programme
- Mid October - Submit plans to the First Minister and Minister for the Welsh Language and International Relations for their agreement
- Formal consultation with Trade Union and staff
- By mid November – Executive Committee of the Welsh Government agrees policy and work programme
- November – message to all staff announcing the new policy and work programme

### **3. Resource implications**

#### *Financial Implications*

- 3.1 The financial implications have not yet been costed as the process envisaged has been to agree upon a high level ambition to be followed by the implementation of a detailed policy. This policy would be subject to review every five years and would include a series of costed actions to be implemented during that period. Costing each of these actions is possible though experience suggests that initially at least increases in these costs will be modest in relation to, for example, training, as there is a significant amount of training available for Welsh Government civil servants through the National Centre for Learning Welsh’s *Work Welsh* programme without additional cost. Some costs will be hard to predict for example due to uncertainties in estimating the impact of emerging linguistics technologies.

#### *Implications for staff*

- 3.2 A vision and policy for developing the organisation's use of Welsh will of course have implications for staff. By putting gradual milestones in place over the long term to achieve the ultimate ambition of a bilingual organisation, and demarcating actions over periods of five years, we believe that staff would be broadly supportive. A pause and reflect approach at each milestone would be an opportunity to fully evaluate the impact of each intervention and put actions in place for the next period. Crucially, sufficient warning will need to be given before significant change is implemented.

#### **4. Risks**

- 4.1 As an organisation we are currently faced with the risk of not complying with the Welsh Language Standards, as the organisation has yet to adopt a meaningful policy for promoting the use of the language internally. By adopting an ambitious policy, and subsequently increasing our capacity to work bilingually, we would facilitate compliance with the Standards by increasing the organisation's capacity to provide services bilingually.
- 4.2 Pursuing an ambitious vision for use of the Welsh language within the Welsh Government does, however, bring its own risks – there is potential to alienate some staff (or potential staff) if the issue is not handled gradually and carefully with appropriate opportunity given to all who need to improve their Welsh language skills.
- 4.3 We also need to be conscious of our desire to attract talent to the organisation from elsewhere in the UK and potentially beyond. In the short to medium term all that is envisaged is a requirement to have at least a low level of 'courtesy' Welsh<sup>1</sup>, and discussions with other organisations who have mandated a very basic level of skills suggest that this has not been a barrier in attracting ambitious and motivated recruits. Over the longer term, before adopting any wider reaching requirement, careful thought would be needed to ensure that we balance our Welsh language objectives with recruiting the best staff. We are already clear, however, that not immediately having requisite Welsh language skills will not be a barrier to joining the organisation.
- 4.4 Failing to achieve the vision or taking actions to pursue the vision that may be to the detriment of other Ministerial priorities is an additional risk that would require monitoring.

#### **5. Communication**

- 5.1 Good communication is a key requirement of developing the policy and ensuring that staff are supportive of this move, as the language can be an emotive subject. By setting short term milestones with appropriate,

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<sup>1</sup> The Assembly Commission's new requirement can, for example, be met by completing a two hour course online.

rational interventions, reviewed every five years, staff would be consulted with at each step to ensure engagement and support. Key to staff support will be strong and visible leadership, as demonstrated by other organisations, both at political and civil service level.

## **6. General Compliance Issues**

- 6.1 The Welsh Language Standards made under the Welsh Language (Wales) Measure 2011 require the development of a policy on the internal use of the Welsh language within the Welsh Government that facilitates and promotes the language.



Llywodraeth Cymru  
Welsh Government

**Board Meeting: 24 January 2020**

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**AGENDA ITEM: [4]**

<b>Title of paper:</b>	<b><i>Cymraeg. It belongs to us all.</i></b> Welsh Government Strategy on the internal use of the Welsh language
<b>Purpose of paper:</b>	The paper sets out the Welsh Government's long-term vision for developing the use of the Welsh language within the organisation, as well as shorter-term goals and actions for the period from 2020-2025.
<b>Action required by the Board:</b>	The Board is asked to note the paper, which was agreed by the Welsh Government's Executive Committee on 16 January 2020.  For information, the paper will now also be submitted to the First Minister and the Minister for International Relations and the Welsh Language, before we begin a consultation with the TUS on its content.
<b>Official presenting the paper:</b>	Dylan Hughes, First Legislative Counsel Dr Jeremy Evas, Welsh Language Division Bethan Griffiths, Welsh Language Standards Team
<b>Paper prepared by / cleared by:</b>	Des Clifford
<b>TUS engagement/View point</b>	<b><i>TUS are content, having been consulted on the strategy from the outset and during its development</i></b>
<b>Date submitted to Secretariat:</b>	<b><i>20 January 2020</i></b>
<b>Publication</b>	

## Background

- 1.1 The Welsh Government Board received an update on work to develop the strategy on 13 September 2019. The strategy underpins an aspiration for the Welsh Government to become – by 2050 – an organisation within which all staff can understand Welsh. This would enable staff to work bilingually from day to day and lead to a significant increase in the use of the language. EXCO agreed on 16 January 2020 that the strategy will now be presented to the First Minister and the Minister for International Relations and the Welsh Language to ensure that they have no concerns, before a consultation will be launched with the Trade Unions and staff.
- 1.2 In 2017, the Welsh Government published a new Welsh language strategy, *Cymraeg 2050 – towards a million speakers*. The strategy's aim is to increase the number of people who routinely speak Welsh to 1 million by 2050. Achieving this will require a change of culture and the adoption of wide reaching language policies. As noted in the strategy itself, the Welsh Government civil service has a vital part to play in assisting Ministers to reach the goal of a million speakers. This is not only in developing the necessary policies to promote the language across Wales, but also by leading the way as a public sector employer.
- 1.3 Like many other bodies the Welsh Government must also implement and comply with the Welsh Language Standards put in place by the Welsh Language Measure 2011. One of the standards requires bodies to develop a policy on supporting and promoting the use of Welsh in the workplace. A task and finish group of senior civil servants was established in 2016 to make recommendations about the aims of the policy. This work was updated and submitted to the Board in May 2019 with an additional paper that focussed on learning from other public sector organisations who have developed innovative policies in this area. At that meeting and its subsequent meeting of 13 September the Board was broadly supportive of the ambition presented.
- 1.4 Our proposed long term vision, therefore, is to take steps over the next 30 years to become a bilingual organisation. This process would begin with a shorter term goal for the first 5 years in which the Welsh Government would become an exemplar in promoting the language by reference to comparable public bodies in Wales. This would be achieved by pursuing 10 actions set out in the strategy. The shorter term goals and actions would be reviewed every 5 years with a view to implementing the overall vision by 2050.

## 2. Issues for consideration

2.1 Our strategy on promoting the use of the language in the workplace is, in many respects, set by the political direction and legal framework already established. The strategy explains how this Government's aim of seeing one million speakers by 2050 underpins its objectives, and how we, as an organisation, will take reasonable and proportionate steps over time to achieve this ambition. To that end, this strategy is based on the following principles:

- **making a long term commitment and leading the way:** change will be incremental and will happen over time, but we intend to become an exemplar organisation in promoting the use of the language in the workplace;
- **investing in staff and providing opportunities to learn Welsh and develop language skills** – it is crucial that effective and convenient training is provided, with people given both time and motivation to continuously improve their Welsh language skills, whatever their current proficiency;
- **remaining an open, inclusive and diverse organisation** – everyone has the potential to be a Welsh speaker and this strategy does not conflict with our commitment to being open, inclusive and diverse – although Welsh language skills will progressively be needed for more posts, developing a bilingual workforce does not mean (or imply) those skills being a universal pre-requisite for joining the Welsh Government;
- **continuously reviewing our ways of working to facilitate the increased use of Welsh** – when we introduce new internal policies and initiatives we will review the extent to which they provide further opportunities for staff to use Welsh in their day to day work.

## 3. Resource implications

### *Financial Implications*

3.1 The financial implications have not yet been costed as the process envisaged has been to agree upon a high level ambition to be followed by the implementation of a detailed policy. This policy would be subject to review every five years and would include a series of costed actions to be implemented during that period. Costing each of these actions is possible though experience suggests that initially at least increases in these costs will be modest in relation to, for example, training, as there is a significant amount of training available for Welsh Government civil servants through the National Centre for Learning Welsh's *Work Welsh* programme without additional cost. Some costs will be hard to predict for example due to uncertainties in estimating the impact of emerging linguistics technologies.



*Implications for staff*

- 3.3 A vision and policy for developing the organisation's use of Welsh will of course have implications for staff. By putting gradual milestones in place over the long term to achieve the ultimate ambition of a bilingual organisation, and demarcating actions over periods of five years, we believe that the vast majority of staff would be supportive. A pause and reflect approach at each milestone would be an opportunity to fully evaluate the impact of each intervention and put actions in place for the next period. Crucially, sufficient warning will need to be given before significant change is implemented. Our aim will be to ensure that staff see the strategy as an opportunity to be supported to learn rather than a threat.
- 3.4 The Trade Union Side has been engaged from the outset, with representatives invited to meetings and workshops convened to develop the draft strategy.

**4. Risks**

- 4.1 As an organisation we are currently faced with the risk of not complying with the Welsh Language Standards, as the organisation has yet to adopt a meaningful policy for promoting the use of the language internally.
- 4.2 As well as eliminating the risk of not complying with one specific Standard, adopting an ambitious policy would facilitate compliance with the remainder of the Standards by increasing the organisation's capacity to provide services bilingually.
- 4.2 Pursuing an ambitious vision for use of the Welsh language within the Welsh Government does, however, bring its own risks. If not handled carefully, there is potential to alienate some staff (or potential staff). Key to this is staff understanding that change would happen gradually and that appropriate opportunity would be given to all who need to improve their Welsh language skills.
- 4.3 We also need to be conscious of our desire to attract talent to the organisation from elsewhere in the UK and potentially beyond. In the short to medium term all that is envisaged is a requirement to have at least a low level of 'courtesy' Welsh<sup>1</sup>, and discussions with other organisations who have mandated a very basic level of skills suggest that this has not been a barrier in attracting ambitious and motivated recruits. Over the longer term, before adopting any wider reaching requirement, careful thought would be needed to ensure that we balance our Welsh language objectives with recruiting the best staff. We are already clear, however, that not having requisite Welsh

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<sup>1</sup> The Assembly Commission's new requirement can, for example, be met by completing a two hour course online.

language skills immediately will not be a barrier to joining the organisation.

## **5. Communication**

- 5.1 Good communication is a key requirement of developing the policy and ensuring that staff are supportive of this move, as the language can be an emotive subject. By setting short term milestones with appropriate, rational interventions, reviewed every five years, staff would be consulted with at each step to ensure engagement and support. Key to staff support will be strong and visible leadership, as demonstrated by other organisations, both at political and civil service level.
- 5.2 We will also utilise the behavioural change insights relating to the Welsh language recently commissioned by the Welsh Language Division in our communications.

## **6. General Compliance Issues**

- 6.1 The Welsh Language Standards made under the Welsh Language (Wales) Measure 2011 require the development of a policy on the internal use of the Welsh language within the Welsh Government that facilitates and promotes the language.