

Agenda – Pwyllgor yr Economi, Seilwaith a Sgiliau

Lleoliad: I gael rhagor o wybodaeth cysylltwch a:
Ystafell Bwyllgora 1 – y Senedd Gareth Price
Dyddiad: Dydd Iau, 29 Mehefin 2017 Clerc y Pwyllgor
Amser: 09.00 0300 200 6565
SeneddESS@cynulliad.cymru

Rhag-gyfarfod preifat (09.00–09.15)

1 Cyflwyniad, ymddiheuriadau, dirprwyon a datgan buddiannau

2 Gweithredwyr gwasanaethau bysiau – Effeithiau tagfeydd ar y diwydiant bysiau yng Nghymru

(09.15–10.00)

(Tudalennau 1 – 30)

John Pockett, Cyfarwyddwr, Cydffederasiwn Cludiant Teithwyr Cymru (CPT Cymru)
Richard Davies, Cyfarwyddwr Gweithrediadau a Masnachol Bws Caerdydd

Dogfennau atodol:

Briff Ymchwil

EIS(5)–16–17 (p1) Cydffederasiwn Cludiant Teithwyr Cymru (CPT Cymru)

(Saesneg yn unig)

Egwyl (10.00–10.15)

3 The TAS Partnership Limited – Effeithiau tagfeydd ar y diwydiant bysiau yng Nghymru

(10.15–11.00)

(Tudalennau 31 – 34)

Chris Martin, Cyfarwyddwr The TAS Partnership, The TAS Partnership Limited

Dogfennau atodol:

EIS(5)–16–17 (p2) The TAS Partnership Limited (Saesneg yn unig)



4 Llywodraeth leol – Effeithiau tagfeydd ar y diwydiant bysiau yng Nghymru

(11.00–12.00)

(Tudalennau 35 – 43)

Tim Peppin, Cyfarwyddwr Adfywio a Datblygu Cynaliadwy, Cymdeithas Llywodraeth Leol Cymru

Charlie Nelson, Rheolwr Trafnidiaeth, Cyngor Bwrdeistref Sirol Rhondda Cynon Taf / Cymdeithas Cydgysylltwyr Trafnidiaeth Cymru

Adrian Morgan, Cynllunydd Trafnidiaeth Strategol, Cyngor Bwrdeistref Sirol Rhondda Cynon Taf / Cymdeithas Cydgysylltwyr Trafnidiaeth Cymru

Dogfennau atodol:

EIS(5)–16–17 (p3) Cymdeithas Llywodraeth Leol Cymru

EIS(5)–16–17 (p4) Cymdeithas Cydgysylltwyr Trafnidiaeth Cymru (Saesneg yn unig)

5 Papurau i'w nodi

5.1 Gohebiaeth gan Gadeirydd y Pwyllgor Cyllid

(Tudalennau 44 – 45)

Dogfennau atodol:

EIS(5)–16–17 (p5) Gohebiaeth gan Gadeirydd y Pwyllgor Cyllid

5.2 Gwybodaeth ychwanegol gan y Gweinidog dros Sgiliau a Gwyddoniaeth ynghylch prentisiaethau

(Tudalennau 46 – 50)

Dogfennau atodol:

EIS(5)–16–17 (p6) Gwybodaeth ychwanegol gan y Gweinidog dros Sgiliau a Gwyddoniaeth ynghylch prentisiaethau

6 Cynnig o dan Reol Sefydlog 17.42 i benderfynu gwahardd y cyhoedd o weddill y cyfarfod

7 Papur cwmpasu – Gwerthu Cymru i'r Byd

(12.00–12.15)

(Tudalennau 51 – 53)

Dogfennau atodol:

EIS(5)–16–17 (p7) Papur cwmpasu (Saesneg yn unig)

8 Blaenraglen Waith

(12.15–12.30)

(Tudalen 54)

Dogfennau atodol:

EIS(5)–16–17 (p8) Blaenraglen Waith (Saesneg yn unig)

Ôl-drafodaeth breifat (12.30–12.40)

Eitem 2

Mae cyfyngiadau ar y ddogfen hon



Cyddfederasiwn Cludwyr Teithwyr Cymru
Confederation of Passenger Transport Wales

CPT Cymru written submission to the Economy, Infrastructure & Skills Committee inquiry into the effects of congestion on the bus industry in wales

Cyddfederasiwn Cludwyr Teithwyr Cymru/The Confederation of Passenger Transport Wales (CPTCymru) is the professional trade association of the bus, coach and light rail industry in Wales and is part of CPT UK. Its members in Wales include operators forming part of large multinational transport operators, municipally owned operators, medium sized independent operators and small family businesses. CPT Cymru members provide around 85% of all bus journeys and some 70% of all public transport journeys made across Wales. Our members are often significant local employers, especially in the rural parts of Wales, and make major contributions to their local economies. The bus and coach industry as a whole employs XXXX

CPTCymru governance includes the Bus Commission Cymru, Coach Commission Cymru and also its Committee for Wales, which all members may attend, and members are consulted widely on the whole range of issues affecting road based public transport.

We are pleased to be able to contribute this brief submission to this enquiry by the Economy, Infrastructure and Skills Committee of the National Assembly for Wales. We have no objection to this being placed within the public domain.

Until recently, there had been little work undertaken on the effects of congestion on the bus industry, and even now, there is only limited work available, none of which refers specifically to Wales. The Greener Journeys Report on the effects of congestion on the bus industry written by Professor David Begg, and published last year, highlighted the problem admirably. Whilst its findings relate to the UK as a whole, there is neither reason nor evidence to suggest that the situation in Wales is any different to the overall UK position.

Greener Journeys provided a number of surprising facts and statistics:

- Bus journey times in our most congested urban conurbations are growing by 10% per decade;
- A 10% decrease in bus journey speeds reduces patronage by 10%-14%;
- If bus journey times continue to increase by almost 1% per annum, we could lose access to around 5,000 jobs per year as a result;
- Traffic congestion drastically worsens air quality. In nose-to-tail traffic, tailpipe emissions are four times greater than they are in free flow traffic;

- If smart-ticketing and cashless options could be extended to the rest of the UK, bus journey times could be improved by up to 10% by halving dwell time at bus stops;
- Congestion is set to get worse, with traffic growing by up to 55% by 2040;
- Congestion is widely acknowledged to be a serious constraint on growth and estimated to cost at least £11bn per annum in urban areas alone, according to government analysis;
- A survey of businesses by the British Chambers of Commerce put the cost of congestion at £17,350 per business. The same survey found congestion to be a problem for around 90 per cent of businesses, with around 45 per cent viewing it as a significant problem;
- A report by the Centre for Economics and Business Research estimates that British business will lose £300 billion to gridlock by 2030.

A number of operators have supplied examples of serious congestion affecting their services which gives something of a local picture of the issue. These are provided as an appendix to this written submission. From those examples, it can be appreciated that congestion is a major problem in various parts of Wales.

Looking at the broader picture, the bus industry makes a significant contribution to the life and economy of Wales, and therefore, the adverse effects of congestion could have wider effects. It is estimated that, across Wales, around 8,000 people are employed in the bus and coach industry. Bus operators are, therefore, not just providers of public transport services, but also significant employers and make a significant contribution to the economic activity of their localities.

Buses provide the backbone of public transport right across Wales, serving all parts of the country, including those areas not served by other forms of public transport. Passenger numbers clearly demonstrate this - the annual number of bus passengers is over 110 million, whereas the all Wales rail franchise carries less than 30 million passengers. CPT Cymru strongly believes, however, that buses are not given the political importance they deserve, and are treated as the Cinderella of public transport. Priority continues to be given to other modes of public transport, and, regrettably, to the car user – free or reduced town centre car parking charges, is a prime example of this.

Whilst more people commute to work by bus than any other mode of transport and more shoppers travel to our high streets by bus than by any other mode, decision makers do not appear to understand fully the social, economic and, especially important in this the context of this inquiry, environmental importance of buses; this is often reflected in the lack of priority to buses in the decisions they make. This is in terms of both funding and also actual on-road bus priority measures.

We are aware that government at all levels faces a very difficult financial situation, but we are concerned at the apparent lack of appreciation of the impact that cutting funding for buses is having on communities across Wales. The economic case for funding buses, which must include providing effective bus priority measures, is clear and it is a false economy to make short term savings as the longer term consequences can be far reaching. Moreover, as highlighted in the Greener Journeys report, congestion also adversely affects the environmental and sustainable aims of government.

CPT Cymru would be happy to deal with any queries or provide further information that would be helpful for the committee by contacting me in Welsh or English.

JOHN POCKETT

Cyfarwyddwr : Director

CPT Cymru

Mehefin 2017 : June 2017

The main pinch points at peak in Newport are:

1. Brynglas Tunnels, M4 Newport
2. Clarence Place, Newport
3. Old Green Roundabout, Newport
4. Pont Ebbw Roundabout all approaches, Newport
5. Malpas Road full length from Malpas Shops right into City Centre
6. Gwent Hospital on Cardiff Road, Newport
7. Forge Road, Newport
8. Tredegar Park Roundabout at the ONS in Newport.

However it must be said that all the main corridors completely shutdown with traffic congestion if there is an accident on the M4 between Coldra and Tredegar Park exits.

The main pinch points at peak in Neath are:

Winsor Rd Neath
Eastlands Rd Neath
Victoria Gdns Neath
ALL of Neath Abbey
Stockhams Corner

The main pinch points in Cardiff are:

- 1 West Grove / Newport Road (worsened during current road works)
- 2 Station Terrace / Churchill Way (especially weekends)

3 A470 North Road and Manor Road

4 A469 Caerphilly Road (worsened during current road works)

5 Custom House Street / Bute Terrace (John Lewis Junction) / Adam Street and leading to Moira Terrace / Glossop Road / Newport Road

6 Albany Road /City Road /Crwys Road junction

7 Whitchurch (Penlline Road and Merthyr Road)

8 A4119 Cathedral Road & Cardiff Road (Pontcanna to Llandaff)

Another hot-spot was UHW but since the new traffic scheme was introduced in August there does appear to have been a significant improvement in traffic flow through the hospital.

Areas of delay in the First Cymru Operating Area

Location	Delay of up to	Comments	No of buses affected
Parc Tawe bridges and gyratory Swansea	20 minutes	Always congested but at peak times some serious delays affecting all roads in the area	40 per hour
Oystermouth Road heading towards Fabian Way Swansea	20 minutes	Heavy traffic causing congestion linked to above	40 per hour
Oystermouth Road heading towards Mumbles Swansea	30 minutes depending on weather and traffic volumes	This road is constantly busy. There are pinch points at Sketty Lane and the University entrance. Traffic volume hugely increases in fine weather heading towards Mumbles and the Gower. Several pedestrian crossing in constant use cause	30 per hour

		delays	
High Street Swansea	20 minutes	This is for outbound traffic and inbound which at times (no specific time) can be delayed the whole length of High Street with the lights at the station giving short green lights	31 per hour
Carmarthen Road Fforestfach Swansea	15 minutes	Between Fforestfach Cross and Parc Fforestfach mainly outbound	5 per hour
Gorseinon to Gowerton Swansea	20 minutes at peak times	The traffic queues past the Gowerton by pass heading towards Gowerton from Gorseinon	2 per hour
Cockett lights Swansea	10 to 15 minutes at peak times	This for buses heading in both directions	8 per hour
Maysforan roundabout Swansea	10 to 15 minutes at peak times	This is buses heading in both directions	6 per hour
Liberty Stadium Swansea	Up to 20 minutes at times	Worse on morning and afternoon peaks but can be congested during the day	16 per hour
Peniel Green Road Llansamlet Swansea	Up to 20 minutes at times	Worse on morning and afternoon peaks but can be congested during the day	4 per hour
Penllergaer approach to roundabout from City Centre Swansea	Up to 15 minutes at time	Particularly disruptive on morning and afternoon peak as the roundabout junction is not controlled by lights	6 per hour
Penllergaer both roundabouts when heading towards Swansea Swansea from Pontardulais Swansea	Up to 20 minutes at peak times	Long tailbacks on morning peak	6 per hour

Caersalem Traffic lights Treboeth Swansea	Up to 20 minutes at school times	This has some serious delays in both directions at school peak times and also when DVLA traffic is entering / leaving the site	14 per hour
Cwmbwrla Roundabout Swansea	5 to 10 minutes	This is for buses coming onto the roundabout from Pentregethin Road or from Manselton	12 per hour
Brynhyfryd Square	Up to 20 mins	Long tailbacks particularly on morning runout	11 per hour
Ammanford junction of A483 and A474 traffic lights	Up to 20 minutes	The delays here are mainly on the peaks but can appear at any time of day. This affected buses coming into Ammanford from 2 directions	9 per hour
Carmarthen Town Centre	Up to 15 minutes	No consistency to this but the town often gridlocks	5 per hour
Sydney Rees Way Haverfordwest	Up to 20 minutes	At various times of day causing delays getting to and from the bus station	9 per hour
Merlin's Bridge Haverfordwest	Up to 20 minutes on peak times	This is in all directions	8 per hour
A4076 Dredgeman's Hill	Up to 20 minutes on peak times	Heading towards Haverfordwest	4 per hour
A487 into Aberystwyth	Up to 15 minutes at peak times	This is mainly heading towards Aberystwyth worse on morning peak	1 per hour
Junction 36, M4 Designer Outlet	Up to 15 minutes at peak times	Affects services to Aberkenfig, Bryncethin and Sarn, plus into Bridgend	12-14 per hour
Bridgend Town Centre	5-10 minutes (am & pm peaks)	Affects services into and out of Bridgend along the bypass – Coity Road, Park Street, Tremains and A473	12-14 per hour
Maesteg	5 minutes during peak	Commercial Street, Talbot Street, Neath Road.	6 per hour
1 Port Talbot-		Delays at the junction of Cwmavon	2 per

Brynryddan		Road and Heilbronn way (Tesco) on morning journeys and afternoon journeys during home from school time.	hour
8 Sandfields-Port Talbot		Delays at the traffic lights on Victoria and Ysguthan Road during morning journeys and afternoon home from school time.	2 per hour
23 Port Talbot-Blaengwynfi.		Delays at the junction of Cwmavon Road and Heilbronn way (Tesco) on morning journey.	1 per hour.
34 Neath-Swansea		Long delays on several parts of the route, Penial Green Road, Llansamlet, Tesco Llansamlet during in to and home from school times, The Morfa shopping centre, Liberty stadium, match days and Swansea city High Street.	2 per hour
58 Neath-Pontardawe		Delays around Neath Abbey during college and school times, both a.m and p.m peaks, heavy traffic in Cwrt Hebert,	2 per hour
58/X58 Coelbren-Swansea.		Delays likely during both peaks mainly Swansea and Neath area, also possible delays at Llandarcy (A465)	1 per hour.
X55 Glynneath-Swansea		Delays likely during both peaks mainly Swansea and Neath area, also possible delays at Llandarcy (A465)	2 per hour
59 Neath-Pontrhydyfen.		Delays during both peaks, mainly at the junction of Cimla Road and Eastland Road traffic lights.	1 per hour.
224 Port Talbot-Swansea		Delays likely during morning peaks at the Briton Ferry roundabout.	1 per hour.
226 Port Talbot-Neath		Delays likely during morning peaks at the Briton Ferry roundabout and	1 per hour.

Tudalel 15
Dyddi Pecyn 123

		Windsor Road	
X27 Port Talbot-Neath.		Delays at the traffic lights on Victoria and Ysguthan Road during morning journeys and afternoon home from school time, delays likely to and from school times, Bae Baglan, also possible delays on Windsor Road.	4 per hour
X1 Swansea-Bridgend.		Delays likely during both peaks mainly Swansea, delays also possible at the junction of Park Street Bridgend during morning and afternoon peak times.	1 per hour
X2 Porthcawl-Cardiff.		Delays likely at Park Street, Bridgend during both peaks, traffic in Cardiff in general flows well but is vulnerable during big events.	3 per hour.

Stagecoach in South Wales

Congestion Hotspots / Priority Zones

Tudalen y pecyn 29

Priority	Location	LA area	Issue	Depot affected	Services affected	Suggested solution	Comments
	Old Green Roundabout, Newport	Newport	Congestion	Cwmbran/Blackwood	ALL	Bus priority onto roundabout from Mkt Sq Bus Stn	Make better use of signalling? Traffic light phasing recently changed & traffic backs up along Westgate St
	Westgate Street (top)	Cardiff	Congestion	Porth	132	Re-phase traffic lights at Westgate St / Cathedral Road	
	Caerphilly Road, Cardiff (Birchgrove Jct)	Cardiff	Congestion	Caerphilly	A/B	Re-phase traffic light sequence.	
	Cathays Terrace/Whitchurch Rd, Cardiff	Cardiff	Congestion	Caerphilly	A/B	Re-phase traffic lights to allow cross flow from UHW.	
	A4054 Merthyr Road, Tongwynlais	Cardiff	Congestion	Porth	132	Improve & enforce parking restrictions	
	A4058 Hopkinstown Sunnybank Road, Griffithstown	RCT	Parking	Porth	120 / 130 / 132	Enforcement of parking restrictions	Parking nr post office PM
	Ash Crescent, Gurnos Est, Merthyr	Torfaen	Congestion	Cwmbran	X24	Parking restrictions & enforcement	
	Merthyr	Merthyr CBC	Parking	Merthyr	27	Parking restrictions & enforcement	Indiscriminate on-street parking
	Bedlinog	RCT	Parking	Merthyr	79	Parking restrictions & enforcement	Indiscriminate on-street parking
	Haydn Terrace, Merthyr	Merthyr CBC	Parking	Merthyr	33	Parking restrictions & enforcement	Parking during school times
	Aberfan	Merthyr CBC	Parking	Merthyr	81/82	Parking restrictions & enforcement	Heavy on street parking
	Troedyrhiw	Merthyr CBC	Parking	Merthyr	78/79	Parking restrictions & enforcement	Heavy on street parking
	Ferndale	RCT	Parking	Aberdare	172	Parking restrictions & enforcement	Heavy on street parking
	Cwmaman	RCT	Parking	Aberdare	7/8/9	Parking restrictions & enforcement	Heavy on street parking
	Garden City, Gilfach Goch	RCT	Parking	Aberdare	172	Parking restrictions & enforcement	Heavy on street parking
	Llanbradach, Caerphilly	Caerphilly	Parking	Blackwood	26/50/C9	Traffic regulation enforcement	
	Gladstone Street, Abertillery	Gwent	Parking	Blackwood	X15, E3	Traffic regulation enforcement	
	Cwmcam village	Caerphilly	Parking	Blackwood	151	Traffic regulation enforcement	
	Station Terrace, Caerphilly (Bus Station Exit)	Caerphilly	Parking	Blackwood	All Services	Traffic regulation enforcement	Indiscriminate taxi parking
	Abertridwr, Senghenydd,	Caerphilly	Parking	Caerphilly	B	Increased parking restrictions and	

Caerphilly
Cwm, Ebbw Vale

Blaenau
Gwent

Parking

Blackwood

X18, E3

enforcement
Increased parking restrictions and
enforcement

Impacts of Congestion on the Bus Industry in Wales Chris Martin BSc FCILT PIEMA, The TAS Partnership Limited – June 2017

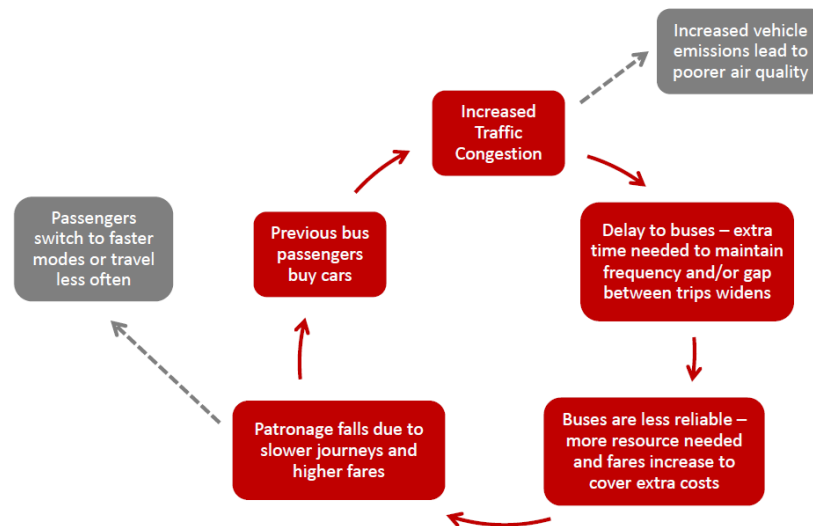
About Us

1. The TAS Partnership Limited ('TAS') is a specialist passenger transport consultancy that has provided qualified, independent advice, research and insight to and on behalf of the UK public transport industry for over 25 years. Our clients have included Welsh central and local government, transport operators and other stakeholders who share our interests in a safe, reliable, efficient and sustainable public transport sector in Wales and the UK.

The Impacts of Congestion on the Welsh Bus Industry

2. Our consultancy work has often led us to analyse and evaluate the impact of congestion on bus services – and how, if left unchecked, it creates a pernicious 'cycle of decline' in the sector (Fig. 1).

Figure 1: The Pernicious 'Cycle of Decline'



3. Congestion has the following impacts on the bus industry:
 - (a) Demand for road space exceeding supply – this, in turn,
 - (b) Poor productivity;
 - (c) Increased operating costs and customer fares;
 - (d) Making local bus services uncompetitive and unattractive to users.
4. Our paper summarises the key features of each impact, offering our own views and perspective on how to address the impact of congestion and local bus services in urban environments.

Demand and Supply

5. Fundamentally, congestion forms part of a classic cause-and-effect relationship – where demand (road traffic) exceeds supply (road capacity), resulting in the 'effect' of congestion. Table 1 summarises actual road demand in Wales from 1996 to 2016, based on latest statistical data. We note that:
 - (a) Total road traffic from all motor vehicles has increased by 5% over the past decade, and 23% over the past 20 years;

- (b) Much of this increase appears to have been driven by growth in cars/taxis and light goods van traffic;
- (c) The bus and coach sector has declined by almost a third over the same period, forming less than 1% of total road traffic in 2016.

Table 1 – Total Road Traffic by Mode in Wales, Billion Vehicle Kilometres¹

Mode	1996	2006	2016	10 Years	20 Years
Cars/Taxis	19.3	22.2	22.9	+3.2%	+18.7%
Light Vans	2.6	3.7	4.6	+24.3%	+76.9%
Goods Vehicles	1.3	1.3	1.1	-15.4%	-15.4%
Motorcycles	0.2	0.2	0.2	0%	0%
Buses/Coaches	0.3	0.3	0.2	-33.3%	-33.3%
Total	23.6	27.6	29.0	+5.1%	+22.9%
Bus/Coach as %	1.3%	1.1%	0.7%		

6. Table 2 summarises demand in terms of the number of licensed vehicles by type over the same period of time. Note that, on average, total licensed vehicles has grown by almost 50% during the past 20 years – though the most significant growth has been in cars/taxis and light goods vans. Buses and HGVs have declined during the past ten years.

Table 2 – Total Number of Licensed Vehicles in Wales, (thousands)²

Mode	1996	2006	2016	10 Years	20 Years
Cars/Taxis	1,067.3	1,400.0	1,527.1	+9.1%	+43.1%
Light Vans	110.3	157.0	199.1	+26.8%	+80.6%
Goods Vehicles	18.8	22.5	21.6	-3.7%	+15.2%
Motorcycles	27.0	52.2	57.4	+10.1%	+112.4%
Buses/Coaches	8.5	10.6	9.2	-13.4%	+8.4%
Total	1,231.9	1,642.2	1,814.4	+10.5%	+47.3%
Bus/Coach as %	0.7%	0.6%	0.5%		

7. Further research is required on the causal factors for this increase in demand to ascertain whether there is more at play than simply an increase in vehicles, including:
- (a) The impact of new housing developments on existing road infrastructure;
- (b) The growth in home deliveries;
- (c) The impact and proliferation of ‘network disruptor’ events, including roadworks and accidents.

Productivity

8. The link between transport efficiency and economic growth has long been understood, highlighted as recently by Sir Rod Eddington in the UK Government-commissioned study in 2005. His report suggested that one solution to reduced economic inefficiency was through a reduction in ‘wasted’ time – cutting traffic congestion and reducing unproductive travel time, and encouraging people to use the most efficient and effective means of transport for their journey.

¹ Adapted from DfT Road Traffic Statistics, Table TRA0206

² Adapted from DfT Vehicle Licensing Statistics, Table VEH0104

9. The operating efficiency of bus services is dependent on the speed (a function of distance/time) at which vehicles are able to proceed, and the predictability (or otherwise) of any delays that could occur *en route*.
10. Congestion has two negative influences on the bus industry and its passengers:
 - (a) A “Demand-Side” Effect – congestion leads to slower bus journeys and poor reliability, thus making bus journeys less attractive. The result of this is the loss of passengers to other modes – and transfers to car leads to higher traffic volumes, more congestion and further delays; the pernicious “cycle of decline” (Fig. 1); and
 - (b) A “Supply-Side” Effect – congestion and unreliability increase bus industry operating costs. Slower journeys mean extra resource to provide the same timetable to customers; whilst unpredictable delays create longer journey times in order for operators to demonstrate timetable compliance against reliability required by the Traffic Commissioner.
11. It must not be assumed that serious delays due to congestion are restricted solely to urban areas or locations where routes cross the Strategic Road Network (SRN). It is our experience that congestion often begins outside the town or city, with several examples of services in smaller towns and villages having to be retimed to handle the effects of this congestion.
12. The Welsh bus industry relies on an efficient road transport network in order to undertake its business. A failure by Welsh local transport and highways authorities to exercise their full statutory responsibilities for traffic demand management means that, in our opinion, they are inadvertently participating in the economic degeneration of the Welsh bus industry through their passivity towards the effects of congestion on the sector.

Costs and Fares

13. Congestion has three profound effects on the industry’s operating cost structure:
 - (a) Labour costs – account for almost 60% of the industry’s operating costs; congestion accentuates these costs as it increases journey times, requires more driver resources and adversely affects labour efficiency;
 - (b) Asset utilisation – the ability to use resources wisely and efficiently; this is primarily a function of the speed at which buses can move and the predictability of the timetable (the ‘supply side’ effect’);
 - (c) Fuel costs and consumption efficiency – the growth in traffic congestion means that buses consume more fuel as they need to stop and start more often; this can exacerbate vehicle emissions and contribute to poor air quality on key corridors.
14. Modelling work undertaken by TAS for the Commission for Integrated Transport (CfIT) and the DfT in 2006 and 2007 found that each 1% change in bus speed affected operating costs by 0.8%. Anecdotal evidence suggests that there has been a significant fall in vehicle speeds over the last decade.

Impact on Modal Shift

15. The importance of time – as well as price and quality – drives customer choice in transport. We have argued that this factor – generalised time – is central to an understanding of the economics of the bus industry and how the market works.

16. The combined effect of unreliability and increased journey times is likely to encourage more bus passengers to transfer to other modes. Unpredictable congestion will cause perceptions of longer journey times: people will plan their journey to take account of the worst case, in order to avoid being late for work or missing a connection.
17. The UK has made virtually no progress on the issue of modal shift during TAS' lifetime – it is still widely accepted that a policy to reduce traffic congestion and air quality emissions can be achieved by moving away from private car journeys – though the two policy areas are not inextricably linked.
18. Generalised time also helps to explain why factors such as parking charges, parking restraints and congestion charging are much more important in achieving modal shift than anything bus operators can do themselves. These tools are often outside the control of bus operators – and hence partnership working involving all stakeholders, rather than a prescriptive approach, is key to developing empathy for each stakeholder's challenges and opportunities created by congestion.

Potential Solutions

19. That the inquiry should consider the following potential measures to reduce the impact of congestion on the Welsh bus industry:
 - (a) Ensuring that all of the bus industry's stakeholders have an appropriate understanding of the economics of the Welsh bus industry – including the influence of time, quality and cost factors on market demand, and the behavioural and competitive influence of the private car;
 - (b) That further regulation of the industry does not necessarily address the fundamental root causes of congestion and their impact on bus services – as demonstrated by the problem of growing congestion on London's bus network;
 - (c) Why the growth in rail patronage is seen to be of greater importance to the economy than local buses, when rail benefits as a result of road congestion;
 - (d) To review the design and efficiency of road space, including how roads are maintained and funded;
 - (e) A need to review car parking policy to 'rebalance' the competitive disadvantage the industry faces in terms of 'hidden' costs of motoring;
 - (f) The roles and responsibilities of the various agencies involved in mitigating the effects of congestion on the Welsh bus sector:
 - a. Government – improving the efficiency of existing road infrastructure and a review of funding streams to reward efficient movers of people and goods;
 - b. The Local Authority – through partnership working, effective and coordinated car parking policy, and effective demand management (through statutory role of the Traffic Management Officer);
 - c. The Planning Authority – understanding travel patterns and creating opportunities for good sustainable and public transport access to new and existing developments;
 - d. Operators – continued investment in high quality bus services through improved vehicle standards, fares and ticketing systems and customer care; and for the freight sector, the form and function of last-mile logistics.

CYFLWYNIAD

1. Mae Cymdeithas Llywodraeth Leol Cymru (WLGA) yn cynrychioli 22 awdurdod lleol y wlad. Mae awdurdodau'r tri pharc cenedlaethol a'r tri gwasanaeth tân ac achub yn aelodau cyswllt.
2. Ei nod yw cynrychioli awdurdodau lleol yn ôl fframwaith polisiau sy'n cyd-fynd â'u blaenoriaethau. At hynny, mae'n cynnig amrywiaeth helaeth o wasanaethau sy'n ychwanegu gwerth at faes llywodraeth leol a'r cymunedau mae'n eu cynnal.
3. Mae WLGA yn croesawu'r cyfle i gyflwyno sylwadau i ymchwiliad Pwyllgor y Cynulliad dros yr Economi, yr Isadeiledd a Medrau ynglŷn ag effeithiau tagfeydd ar ddiwydiant y bysiau yng Nghymru. Cynigir sylwadau isod ar bob mater sydd o dan sylw yn ystod yr ymchwiliad.

Sut mae tagfeydd yn effeithio ar sector bysiau Cymru o'i gymharu â rhannau eraill o'r Deyrnas Gyfunol?

4. Yn ôl mudiad Defnyddwyr Bysiau Cymru, mae dros 100 miliwn o deithiau gyda'r bws bob blwyddyn ac mae tua 80% o'r holl deithiau trwy gludiant cyhoeddus yn ymwneud â theithio gyda'r bws. Prif effaith tagfeydd ar sector y bysiau yw bod teithiau'n hirach i bobl bellach. Dyma'r effeithiau eilaidd:
 - I ofalu y bydd gwasanaethau yr un mor aml, bydd angen rhagor o wasanaethau a bydd hynny'n cynyddu costau'r cwmnïau.
 - Mae llai o sicrwydd o ran pryd y bydd bws yn cyrraedd.
 - Bydd llai o bobl yn defnyddio'r bysiau o ganlyniad i deithiau hirach, prisiau uwch ac ansicrwydd ynglŷn â phryd y bydd bws yn dod.
 - Yn sgîl llai o deithwyr, bydd llai o incwm i'r cwmnïau gan ychwanegu at bwysau i gwtogi ar wasanaethau.
5. Er bod ar waith ffactorau eraill megis cymhorthdal gwladol llai, mae'r canlyniadau'n amlwg. Mae ystadegau Llywodraeth Cymru yn dangos bod nifer y gwasanaethau bysiau cofrestredig wedi gostwng o ryw 46% – 1,943 fis Mawrth 2005 o'u cymharu â 1,058 fis Mawrth 2015. Crebachodd nifer y teithiau gyda'r bws o 19% rhwng 2008 a 2015 ac fe gollwyd miliwn ychwanegol dros y flwyddyn ddaeth i ben fis Mawrth 2016.

6. Ar y llaw arall, mae nifer y rhai sy'n teithio gyda'r trê'n wedi bod yn cynyddu. Yn ôl ystadegau Llywodraeth Cymru, dechreuodd neu orffennodd 30.31 miliwn o deithiau ar y rheilffyrdd yng Nghymru yn 2015-16 – cynnydd o 3.36% ers y flwyddyn flaenorol. Roedd 68% o'r teithiau o fewn ffiniau'r wlad. Er y gallai rhagor o deithio gyda'r trê'n helpu i leddfu tagfeydd ar y ffyrdd, mae'n bwysig cofio bod cyfanswm y teithwyr ar y rheilffyrdd yn llai na thraean o nifer y rhai sy'n teithio gyda'r bws. Felly, mae'r bws yn gludiant pwysig o hyd i lawer o bobl. Ar ben hynny, mae'n diwallu anghenion bröydd mwy anghysbell (yn arbennig y rhai gwledig) ac mae'n annhebygol y bydd ehangu yn rhwydwaith y rheilffyrdd o gymorth ynglŷn ag anghenion o'r fath.
7. Mae'r materion hyn yn debyg i anawsterau sawl rhan arall o'r Deyrnas Gyfunol. Mae daearyddiaeth rhai ardaloedd megis cymoedd y deheubarth yn bwysig, er nad yw'n unigryw.
8. I ofalu y bydd rhanbarthau Cymru yn gallu gweithio'n dda, mae'n bwysig mynd i'r afael â thagfeydd. Mae angen gwneud hynny mewn modd cydlynol a fydd yn nodi'r atebion gorau ar ôl ystyried pob math o gludiant.
9. Mae'r awdurdodau lleol ar flaen y gad ynglŷn â mentrau datblygu economïau amryw ranbarthau (bargeinion dinasoedd y de-ddwyrain a'r de-orllewin, cais am arian er twf yn y gogledd a Phartneriaeth Tyfu'r Canolbarth). Bydd gwell cludiant yn rhan bwysig o'r mentrau hynny. Heb wella pob math o gludiant, fydd y buddion economaidd i gyd ddim yn dod.
10. Prosiect Rheilffordd Metro'r De-ddwyrain sy'n tanategu cytundeb Prifddinas-Ranbarth Caerdydd. Hanfod y prosiect yw cyfuno gwell gwasanaethau bysiau a threnau ledled y rhanbarth. Ynglŷn â bysiau, rhaid gwella'r cerbydau a'r ffyrdd fel ei gilydd. Lle bo modd, er enghraifft, dylid cyflwyno lonydd bysiau a allai ddarbwylllo gyrwyr ceir sy'n treulio gormod o amser mewn tagfeydd i ystyried math arall o deithio.
11. Bydd gwell sector bysiau yn helpu i symud pobl ledled y pedwar rhanbarth – boed ar gyfer gwaith neu hamdden. Fyddan nhw ddim yn ystyried y bws yn gludiant amgen na'r car tra bo tagfeydd yn effeithio ar hyd y daith a gallu rhywun i gyrraedd pen ei daith mewn pryd.

Sut y dylid gwella polisiau i leddfu effeithiau tagfeydd ar sector y bysiau?

12. Dylai fod cyn lleied o dagfeydd ag y bo modd ar y priffyrdd i alluogi bysiau i deithio yn ôl amserlenni.
13. Mae rhai polisiau ar gael i Lywodraeth Cymru a'r awdurdodau lleol yn barod i'w helpu i leddfu tagfeydd. Mewn sawl achos, fodd bynnag, byddai angen gwario llawer o arian ar isadeiledd y ffyrdd dros gyfnod maith. Yn y tymor byr, gallai gwaith gwella'r ffyrdd arwain at ragor o dagfeydd, a byddai angen cydweithio'n agos â chwmnïau bysiau er mwyn osgoi anghyfleustra.
14. Ystyriaeth bwysig arall yw bod angen cludiant llai ei garbon. Yn unol â Deddf y Newid Hinsoddol 2008 a Deddf yr Amgylchedd Cymru 2016, rhaid cwtogi ar allyriadau o 80% rhwng 1990 a 2050. Yn sgîl deddf Cymru, mae cyfres o gyllidebau carbon. Gan fod cludiant yn ymwneud â thua chwarter o allyriadau nwyon tŷ gwydr, mae'n anochel y bydd angen camau penodol yn y maes hwnnw. Rhaid rhoi rhagor o sylw i sector y cludiant cyhoeddus yn hyn o beth, fel yr ymdrechion i gwtogi ar allyriadau ynglŷn â gwastraff ac adeiladau.
15. Pan fo cerbyd yn ei unfan mewn tagfa, bydd yn gollwng rhagor o nwyon gan effeithio ar iechyd a'r amgylchedd fel ei gilydd. Gan fod bysiau'n defnyddio llai o danwydd yn ôl y pen, byddai llai o lygredd pe bai rhagor o bobl yn eu defnyddio. Felly, dylai fod yn amlwg y byddai polisiau sy'n annog pobl i deithio gyda'r bws yn hanfodol wrth geisio cwtogi ar garbon. Byddai llai o dagfeydd yn helpu'r bysiau i fynd yn esmwyth a chadw trefn ar gostau. Yn sgîl hynny, fe fyddai gwasanaethau mwy dibynadwy yn arwain at ragor o deithwyr ac incwm. Mae'n amlwg y byddai canlyniad o'r fath o fantais i bawb. Y casgliad yw y bydd angen i bolisiau lleddfu tagfeydd ystyried ffyrdd o flaenoriaethu a hyrwyddo bysiau yn ogystal â chludiant cyhoeddus arall a theithio'n weithgar. Pe bai digon o yrwyr yn teithio gyda'r bws yn hytrach na threulio oriau lawer mewn tagfeydd, byddai ansawdd yr awyr yn well o dipyn.

Ydy tagfeydd yn effeithio ar angen cymhorthdal gwladol ar wasanaethau bysiau?

16. Bydd eisiau arian gwladol i newid rhannau o rwydwaith y ffyrdd ar gyfer lonydd bysiau – a bydd angen rhagor o arian i ddarbwylllo pobl i roi'r gorau i'w ceir, hefyd.
17. Bydd yn bwysig ystyried effaith cymorth ariannol i'r bysiau ar gyfundrefn y cludiant, yn ôl Deddf Llesiant Cenedlaethau'r Dyfodol, hefyd. Er bod rhai gwasanaethau bysiau'n gweithredu yn ôl egwyddorion masnachol, mae modd cysylltu pob gwasanaeth trefnus (yn arbennig y rhai sy'n derbyn cymhorthdal) â 'nwyddau cyhoeddus'. Ystyr hynny yw bod y cyfryw wasanaethau o les (heb elw) i bawb yn y gymdeithas. Enghreifftiau o'r 'nwyddau cyhoeddus' yw llai o dagfeydd (sydd o fantais i gwmnïau ac economi'r fro), llai o allyriadau (gan arwain at awyr lanach), teithio'n haws rhwng y gwaith a'r cartref, rhagor o gyfleoedd i gymdeithasu (yn arbennig i hen bobl a'r rhai isel eu hincwm sydd heb gar), mynediad i wasanaethau iechyd (gan rwystro cyflwr claf rhag gwaethygu a mynnu mwy o arian ac amser i'w wella) a helpu i gynnal cymunedau – yn arbennig yn yr ardaloedd gwledig a'r Fro Gymraeg. Mae'n anodd pennu costau buddion o'r fath, ond dylid eu cymryd i ystyriaeth wrth asesu angen cymhorthdal gwladol ar y bysiau.

Mae rhagor o wybodaeth gan:

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ATCO Cymru welcomes the opportunity to submit written evidence to the National Assembly for Wales' Economy, Infrastructure and Skills Committee in connection with the above consultation.

How does congestion affect the bus sector in Wales and how does this compare to other parts of the UK?

In response to this question, it is appropriate to refer to the findings of a study published in 2016 by the Greener Journeys organisation entitled "The impact of congestion on bus passengers". This study undertook research into the impact of rising traffic congestion on the bus sector over several decades and was able to demonstrate the link between traffic congestion, rising operating costs for bus companies, fare levels and declining passenger usage.

Using evidence gathered from across Great Britain, the study found that for urban bus services there has been an increase in end-to-end journey times of between 0.5% and 1.5% per annum over the past 30 years. The primary cause of this increase being worsening traffic congestion along key arteries, which itself is caused by a number of factors such as the growth in delivery vans related to the proliferation of online shopping, increasing car ownership, uncoordinated roadworks and the growth in private hire vehicles associated with smartphone apps such as Uber.

This trend has translated into falling bus speeds with the study showing a direct correlation between bus speeds and patronage. Namely, it concludes that a 10% decrease in bus speeds reduces bus service patronage by at least 10% which, with longer end-to-end journey times, can also lead to an 8% increase in a bus operator's costs in order to maintain a service at existing frequencies which require using extra resources. These higher operating costs are often met by the passenger through the increased fares box or in terms of reducing service frequencies as the operator seeks to contain costs.

The Greener Journeys study states that congestion has been "corrosive to the bus sector" in which it has been caught in the "vortex" of three vicious downward spirals:

- Slower speeds leading to higher costs, higher fares, fewer passengers, service decline, fewer passengers.
- Slower speeds leading to increased end-to-end journey time, fewer passengers, service decline, fewer passengers.
- Slower speeds, punctuality and reliability decline, fewer passengers, service decline, fewer passengers.

In Wales, the situation is no different. A recent report identifying the South East Wales Regional Bus Infrastructure and Corridor Investment Strategy compared the peak and off-peak journey times of a number of services between valley communities and Cardiff over a 5 year period. This report found that, in a number of instances, journey times had increased, with the bus operators experiencing similar difficulties and challenges caused by traffic congestion as are being felt in other parts of Great Britain. Similarly, over the same period, a significant proportion of the strategic services in North Wales have not only suffered from **Wodaen, ym 40** increases, but the main operator has

tended to increase the number of vehicles and drivers required to run them or made modifications to specific routes in order to try to counter the effects of lengthening journey times. Both solutions are at the detriment of passengers and ridership.

How should policy be improved to address the impact of congestion on the bus sector?

In surveys undertaken by organisations such as Transport Focus and Bus Users Cymru, a punctual and reliable bus service is regularly highlighted by passengers as a 'priority for improvement'. The ability of bus operators to provide such a punctual and reliable bus service can also often affect the overall 'passenger satisfaction' rating given to a bus operator in these surveys (eg. Transport Focus Bus Passenger Survey Autumn 2016).

Under the right conditions and circumstances, local bus services are efficient 'people movers', with buses taking up significantly less road space, using less energy and emitting less pollution per mile than the motor car. A package of measures which can make better use of the limited highway space will create the conditions in which improved bus speeds and more reliable bus services can be delivered and enable the bus operators to offer a more sustainable, viable and attractive alternative to the motor car for journeys in urban areas. However, ATCO Cymru recognises that reallocating road space away from the motor car can be controversial and difficult to implement in certain areas.

In terms of improving policies to address the impact of congestion on the bus sector, ATCO Cymru argues that the focus should not just be on physical infrastructure measures along the highway. At a national level, tax and fiscal matters such as fuel duty can influence car ownership and use. At a regional and local level, Spatial Plans and Local Development Plans can ensure that new developments and facilities do not generate extra traffic by locating them along existing public transport routes.

As the local highway and planning authority, councils in Wales already have the legislative powers and mechanisms in place to implement various infrastructure measures that can influence traffic volumes and benefit bus services. These can be backed up through civil enforcement and new technology such as urban traffic control systems and CCTV monitoring.

Notwithstanding this, ATCO Cymru believes that these measures can only be effective in encouraging car users to switch modes if, at the same time, there are policies in place and a commitment on the part of the bus operator(s) to invest in raising service quality standards and reducing dwell times at bus stops.

In South East Wales, the ground-breaking Bus Quality Standards Scheme links the payment of enhanced kilometre support to the raising of quality standards by the bus operator. However, the freezing of Bus Services Support Grant funding meant that operators were being paid more in 2013 / 2014 for providing less fewer quality aspects when compared with those that are being provided by the bus operators who qualify for the highest level of pay enhancement at the present time.

Furthermore, ATCO Cymru also believes that, in parallel with these measures, quality improvements and demand management measures such as congestion charging, workplace parking levies, raising car parking charges and reducing car parking capacity in town and city centres need to be introduced. In other words, adopting a "carrot and stick" approach in order to reduce the impact of traffic congestion on the bus sector.

However, it is acknowledged that it is important to find the balance so that these combination of measures do not adversely impact on the vibrancy of town and city centres which need to remain in the light of the growth of online shopping and continuing popularity of out-of-town retail parks.

Every urban area has its own specific characteristics and a package of measures implemented in one urban area may not be effective in a neighbouring area. For example, the physical constraints and topography of a South East Wales Valley, as elsewhere, may restrict the ability of local authorities to provide priority for bus services along the highway and the only effective solution towards overcoming congestion is to improve the flow of traffic in general.

This measured approach indirectly benefits the operation of local bus services as does the Environment Act 1995 which places a statutory duty on local authorities to monitor air quality in their area and draw-up Air Quality Action Plans for communities where certain pollutants exceed the national guidelines. In most cases, the main source of these pollutants is vehicle emissions. Buses are often seen as the culprits but increasingly the newest ones meet Euro V and Euro VI standards and are far less in number than light goods vehicles that dominate the street scene. In addition, the emissions from HGV refrigeration units or auxilliary heaters must not be overlooked.

In other areas of Great Britain, a Green Bus Fund has previously enabled bus operators to bid for money to help them purchase new, low carbon emission buses which, as a consequence, has helped to accelerate the scrappage of their older, more polluting vehicles.

Taking the above observations into account, ATCO Cymru considers that it is difficult to identify where any further changes can be made to the existing policies covering Tax and Fiscal matters, Planning and Land Use, the Environment and Highways and Traffic Management that can address the impact of congestion on the bus sector. It is fundamentally a case of how the current policies and legislative powers available to both Central and Local Government are applied on a national, regional and local basis.

However, the effective implementation of these policies requires the commitment of a significant amount of resources, especially capital funding for highway infrastructure schemes. ATCO Cymru believes that under the WelTAG methodology, a strong business case can be developed for many bus priority schemes which can justify this level of funding. Through a Quality Partnership Agreement, there is an opportunity to lever in private sector capital investment in vehicle and service quality enhancements which can maximise the benefits of the funding that is committed by local authorities and the Welsh Government in terms of bus priority and other highways infrastructure.

It is also the case that effective implementation of these policies requires strong political will. For example, local politicians are more likely to receive more objections to a reduction in on-street parking or highway capacity than support for it and therefore need to be prepared to be resolute in promoting public transport policies to relieve congestion. Introducing a statutory requirement may remove the element of political risk, assuming that the statutory requirement is not equally contentious to introduce in the first place.

However, it could be argued that both political and public support will be easier to achieve if the highway measures (such as bus priority) form part of an overall 'package' of public transport service improvements such as earlier and later buses, frequency enhancements, the introduction of new, higher quality, low emission buses etc.

Whether congestion has an impact on the need for public subsidy of bus services in Wales?

In a recent information release, the Confederation of Passenger Transport (Welsh Region) stated that the staff costs of its members have increased by over 18% above inflation over the last 10 years, mainly as a consequence of "the need for more staff to keep services going in the face of rising traffic congestion". This figure illustrates the impact of congestion on the finances of the local bus operators in Wales.

If the average speed of bus services in urban areas continues to decline, as examined in the Greener Journeys report, then ATCO Cymru believes that there may be a need for increasing public subsidy. This would be in order to maintain those local bus services which are marginally commercially viable at the present time but would become uneconomic to operate due to a combination of rising operating costs and declining passenger usage.

However, as revenue funding is most likely to decline further, either directly or through no inflationary increase, ATCO Cymru would advocate more capital funding to offset the revenue reduction in order to implement more priority measures. If an operator can save resources and increase patronage through more attractive journey times, then there is potential to halt the passenger decline and reduce the requirement for revenue support, enabling some of the new growth in revenue to be diverted into sustaining the less profitable, marginal routes. The net result of such an approach being to increase viability and reduce the overall need to subsidise services.

Conversely, if the trend in average bus speeds in urban areas is reversed, through the implementation of a package of measures discussed earlier, then ATCO Cymru believes that the "vortex" of the three downward spirals affecting the operation of local bus services, and highlighted earlier in the Greener Journeys report, will not occur.

The need for public subsidy to mitigate the impact of congestion on local bus services in Wales should only arise in order to fund the implementation of these congestion busting measures which, in turn, will reverse the downward spiral into a virtual circle of improvement. Bus operators will be able to generate more revenue from passenger growth which, in turn, will provide the funds for further investment in service improvements and quality enhancements.

Adrian Morgan
Strategic Transport Planner
Rhondda Cynon Taf CBC

Eitem 5.1

Cynulliad Cenedlaethol Cymru
Y Pwyllgor Cyllid

National Assembly for Wales
Finance Committee

Pwyllgor yr Economi, Seilwaith a Sgiliau

15 Mehefin 2017

Annwyl Cadeirydd

Craffu ar y gyllideb ddrafft

Rwy'n ysgrifennu atoch yn dilyn ystyriaeth y Pwyllgor Busnes o'i adroddiad drafft ar newidiadau i'r Rheolau Sefydlog mewn perthynas â chraffu ar y gyllideb ddrafft, cyn i'r newidiadau i'r Rheolau Sefydlog a'r Protocol o ran Proses y Gyllideb gael eu hystyried yn y Cyfarfod Llawn yr wythnos nesaf.

Mae'r newidiadau i broses y gyllideb yn benllanw darn o waith a ddechreuwyd gan y Pwyllgor Cyllid yn y Pedwerydd Cynulliad; mae datganoli pwerau cyllidol yn Neddf Cymru 2014 wedi golygu bod yn rhaid i waith craffu'r Cynulliad bellach ystyried nid yn unig gynlluniau gwariant Llywodraeth Cymru, ond sut y bydd y cynlluniau hyn yn cael eu hariannu, drwy drethi a benthycu.

Mae'r prif newidiadau sy'n cael eu cynnig yn cynnwys bod y gwaith craffu ar y gyllideb yn dod yn broses dau gam, lle mae'r wybodaeth ar lefel uwch y byddai'r Pwyllgor Cyllid yn craffu arni yn cael ei chyhoeddi cyn y manylion sydd eu hangen gan y pwyllgorau polisi, a chaniateir mwy o amser ar gyfer y gwaith craffu. Yn benodol, y gobaith yw y bydd yr amser ychwanegol hwn yn caniatáu i'r pwyllgorau polisi ymgymryd â gwaith craffu manylach o'r gwariant yn eich portffolios, ac ni fydd yn ofynnol mwyach ichi adrodd i'r Pwyllgor Cyllid. Gallwch adrodd yn eich rhinwedd eich hun os byddwch am wneud hynny.



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Rwyf wedi gofyn am drafodaeth ynghylch y newidiadau hyn yn fforwm nesaf y Cadeiryddion, er mwyn ein galluogi ni i drafod y newidiadau mewn mwy o fanylder a gallwn ystyried y canlynol:

- sut y bydd gwaith craffu'r Pwyllgor yn gweithio yn ymarferol;
- sut y gall y Pwyllgor Cyllid gadw rôl oruchwylio;
- sut y gallwn weithio gyda'n gilydd i ymgysylltu cymaint â phosibl â'r cyhoedd;
- sut y gellir diwallu unrhyw anghenion hyfforddi a datblygu ar gyfer pwyllgorau.

Cyn y drafodaeth yn y Cyfarfod Llawn [mae'r newidiadau arfaethedig i'r Rheolau Sefydlog wedi cael eu cyflwyno](#), yn yr un modd â'r [protocol diwygiedig](#).

Os bydd gennych unrhyw gwestiynau am hyn, mae croeso ichi roi gwybod imi, ac edrychaf ymlaen at drafod y newidiadau hyn ymhellach yng nghyfarfod Fforwm y Cadeiryddion ar 12 Gorffennaf 2017.

Yn gywir



Simon Thomas AC

Cadeirydd y Pwyllgor Cyllid



Eitem 5.2

Julie James AC/AM
Y Gweinidog Sgiliau a Gwyddoniaeth
Minister for Skills and Science



Llywodraeth Cymru
Welsh Government

Ein cyf/Our ref: MA-P/JJ/1514/17

Russell George AC
Pwyllgor yr Economi, Seilwaith a Sgiliau (Cadeirydd)

21 Mehefin 2017

Annwyl Russell

Diolch am eich e-bost ar 12 Mehefin yn gofyn am eglurhad ynghylch nifer o faterion sy'n berthnasol i ymchwiliad y Pwyllgor i brentisiaethau yng Nghymru. Mae fy ymateb i'w weld yn yr atodiad i'r llythyr hwn.

Gobeithio y bydd y wybodaeth hon yn ddefnyddiol.

Yn gywir



Julie James AC/AM
Y Gweinidog Sgiliau a Gwyddoniaeth
Minister for Skills and Science

Bae Caerdydd • Cardiff Bay
Caerdydd • Cardiff
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Canolfan Cyswllt Cyntaf / First Point of Contact Centre:
0300 0604400

Gohebiaeth.Julie.James@llyw.cymru
Correspondence.Julie.James@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 46

Atodiad

Ymholiad 1

Roeddech yn bendant iawn y byddai digon o arian i gyd-fynd â'ch uchelgeisiau ar gyfer prentisiaethau yng Nghymru. Fodd bynnag, rydym yn sylwi nad yw'r gyllideb wedi newid yn sylweddol yn y blynyddoedd diwethaf. A allwch chi sicrhau'r pwyllgor y bydd digon o gyllid ar gael ar gyfer rhagor o brentisiaethau y tu hwnt i'r addewid i ddarparu isafswm o 100,000, os bydd yr ardoll a'ch ymgyrch farchnata yn arwain at fwy o alw?

Ymateb:

Mae ein dull o weithio yn canolbwyntio ar brentisiaethau o ansawdd da, yn hytrach na nifer y prentisiaethau. Yn ystod tymor y Cynulliad hwn rydym wedi ymrwmo i ddarparu isafswm o 100,000 o brentisiaethau o ansawdd da – dyma un o'n prif flaenoriaethau.

Er mwyn cyflawni ein blaenoriaethau a chydabod effaith y galw cynyddol yn y sectorau cyhoeddus a phreifat, rydym wedi cynyddu ein buddsoddiad mewn prentisiaethau o £96m i £111m yn 2017-18. Mae'r cyllid ychwanegol hwn yn sicrhau bod modd inni ateb y galw yn y meysydd lle mae blaenoriaeth yn sgil y disgwyliadau sy'n cael eu creu drwy'r ardoll brentisiaethau eleni. Nid yw'r dyraniadau yng nghyllideb 2018-19 wedi'u pennu hyd yma.

Ymholiad 2

Byddem yn gwerthfawrogi eglurhad ynghylch a ydych yn disgwyl y bydd symud tuag at y prentisiaethau lefel uwch yn arwain at gynnydd yng nghostau cyffredinol rhaglen brentisiaethau Llywodraeth Cymru, ac ystyried bod prentisiaethau lefel uwch yn para hwy ac yn fwy cymhleth eu natur.

Ymateb:

Rydym yn newid y modd yr ydym yn buddsoddi er mwyn i'r buddsoddiad hwnnw gyd-fynd ag anghenion busnesau Cymru. Mae Llywodraeth Cymru yn symud hyfforddiant prentisiaethau o sectorau cynnyrch uchel, cost isel, lle mae'r cynnwys sgiliau yn gymharol isel a lle nad oes fawr o dystiolaeth o brinder sgiliau, i sectorau o werth mawr. Ynghyd â hyn, bwriadwn wella effeithiolrwydd sgiliau seiliedig ar waith a gweithgareddau yn yr ystafell ddosbarth, er enghraifft drwy greu carfanau digon mawr o ddysgwyr drwy raglenni newydd ar-lein, hyfforddiant yn y gweithle a threfniadau cynllunio newydd. Drwy ganolbwyntio ar nifer llai o feysydd o werth mawr, mae modd inni ddarparu prentisiaethau yn y ffordd fwyaf cost-effeithiol.

Er mwyn hybu twf mewn prentisiaethau technegol o werth mawr, rydym yn lleihau prentisiaethau lefel mynediad i'r rhai sy'n hŷn nag 20 oed mewn galwedigaethau nad ydynt yn flaenoriaeth, fel y rhai ym meysydd manwerthu, gweinyddiaeth fusnes a gwasanaethau cwsmeriaid. Nid yw darparu prentisiaethau lefel mynediad sy'n cyfrannu enillion llai yn sgil buddsoddi mewn sgiliau yn creu budd i economi Cymru yn y tymor hir. Manteision cyfyngedig sydd ganddynt yn y farchnad lafur; mae cyfraddau diweithdra ymysg y rhai sydd â chymwysterau lefel 2 yn gymharol uchel ac mae enillion cyflogau yn sgil cymwysterau lefel 2 yn gymharol isel. Bydd angen i gyflogwyr a phrentisiaid ymrwmo i raglenni sydd â'r nod o gyflawni Prentisiaeth lawn yn hytrach na Phrentisiaeth Sylfaen. Bydd y rhaglenni'n cael eu cyfuno i raddau cynyddol fel bod lefel 2 yn cael ei chyflawni fel rhan o'r broses o gwblhau prentisiaeth ar lefel 3.

Bydd buddsoddiadau Llywodraeth Cymru yn cael eu harwain i raddau cynyddol gan wybodaeth gan y Partneriaethau Sgiliau Rhanbarthol. Bydd Llywodraeth Cymru yn defnyddio'r wybodaeth hon i gyfarwyddo darparwyr prentisiaethau o dan gontract i gyflawni mewn meysydd a flaenoriaethir. Rydym eisoes yn buddsoddi'n helaeth yn y broses o

ehangu Prentisiaethau Uwch; gan weithio gyda chanlyniad Adolygiad Diamond, byddwn yn ymestyn buddsoddiadau Prentisiaethau Uwch i bynciau STEM a galwedigaethau technegol.

I hybu twf, rydym wedi blaenoriaethu'r adolygiad o fframweithiau prentisiaethau uwch presennol i sicrhau eu bod yn berthnasol ac yn ddeniadol i gyflogwyr, er enghraifft rydym wedi ychwanegu cymwysterau Cenedlaethol Uwch at fframweithiau yn y sector peirianeg y mae cyflogwyr yn eu gwerthfawrogi. Bydd sicrhau bod y prentisiaethau hyn yn cynnwys cymwysterau y mae cyflogwyr yn eu hadnabod ac yn eu gwerthfawrogi yn annog pobl i fanteisio arnynt.

Ymholiad 3

Rydym wedi clywed rhywfaint o ganmoliaeth i'r rhaglen dreialu cyn-prentisiaethau sydd wedi bod ar waith yng Nghaerdydd a'r de-ddwyrain. Pa gynlluniau sydd ar y gweill i ehangu neu gyflwyno'r cynllun hwn drwy Gymru i gyd?

Mae swyddogion yn y broses o gwmpasu cynnwys a chostau ehangu model Prentisiaethau Cymru i rai 14-16 oed drwy Gymru. Mae swyddogion wedi gwahodd colegau addysg bellach i fynegi diddordeb ac mae pob un wedi ymateb yn gadarnhaol.

Mae ein cynllun prentisiaethau hefyd yn amlinellu sut y byddwn yn cwmpasu ac yn treialu rhaglenni cyn-prentisiaethau drwy Gymru a disgwyliwn wneud cyhoeddiadau am hyn yn y misoedd nesaf.

Ymholiad 4

Fe ddywedasoch eich bod yn disgwyl gweld cynnydd sylweddol yn nifer y cynghorwyr sy'n gweithio mewn ysgolion a chyda phobl ifanc yn y cyfnodau pontio pwysig, a hynny yn sgil ail-drefnu tîm Gyrfa Cymru. A allwch chi roi manylion penodol ynghylch sut yr ydych yn disgwyl i fwy o gynghorwyr fod ar gael heb gynyddu'r gyllideb gyffredinol, ac esbonio pam na wnaed hyn ynghynt?

Er mwyn ailflaenoriaethu gweithgareddau yn unol â llythyr cylch gwaith 2017-18, mae Gyrfa Cymru yn newid sut y mae'n gweithio gyda gwahanol grwpiau o gleientiaid er mwyn penderfynu ym mha feysydd i beidio â buddsoddi, a hynny er mwyn ailfuddsoddi.

Bydd dau beth yn galluogi Gyrfa Cymru i sicrhau bod mwy o gynghorwyr ar gael i weithio gyda phobl ifanc mewn ysgolion, a hynny heb gynyddu'r gyllideb gyffredinol. Yn gyntaf, mae'r cwmni yn cyflwyno modelau a ffyrdd newydd o ddarparu gwasanaethau (fel y nodir yn ei weledigaeth 'Newid Bywydau'). Yn sgil hyn, mae goblygiadau i'r ffordd y mae staff yn gweithio ac i sut y mae cleientiaid yn cael cymorth. Bydd cyflwyno modelau newydd ar gyfer darparu gwasanaethau, yn ogystal â lleihau costau sefydlog mewn meysydd fel ystadau, yn helpu'r cwmni i ryddhau capasiti er mwyn canolbwyntio ar bobl ifanc yn y maes addysg.

Yr ail gam yw pennu blaenoriaethau o'r newydd. Er enghraifft, yn y blynyddoedd diwethaf bu'n rhaid i Gyrfa Cymru flaenoriaethu gwaith gyda phobl ifanc nad ydynt mewn addysg, cyflogaeth na hyfforddiant. Er y bydd y gwaith hwn yn parhau, mae'n bosibl datblygu strwythurau cymorth mwy effeithlon. Yn strategol, penderfynwyd neilltuo mwy o adnoddau i gymryd camau ataliol (gyda phobl ifanc tra byddant yn yr ysgol) er mwyn eu cynorthwyo i wneud dewisiadau ac er mwyn cysylltu cyfnodau pontio pwysig. Yn ei dro, bydd hyn yn lleihau'r tebygolrwydd y bydd pobl ifanc yn profi cyfnodau o ymddieithrio. Bydd y cwmni hefyd yn newid y modd y mae'n gweithio â chleientiaid mewn colegau addysg bellach, gan ryddhau rhywfaint o gapasiti o'r cymorth sydd ar gael i oedolion drwy hyrwyddo a chyfeirio cleientiaid at wasanaethau ar-lein neu dros y ffôn.

Mae newid y ffocws a'r blaenoriaethau wedi dod yn sgil rhoi'r weledigaeth newydd, 'Newid Bywydau', ar waith. Mae Gweinidogion, wrth gefnogi'r weledigaeth a phennu cylch gwaith Gyrfa Cymru yn 2017-18, wedi cydnabod bod angen i wasanaethau newid er mwyn:

- sicrhau bod ffocws cryfach ar bobl ifanc;
- cyflwyno rhagor o wasanaethau er mwyn helpu sefydliadau eraill i gynorthwyo pobl ifanc i ddatblygu eu gyrfaedd; a
- defnyddio mwy fyth o dechnoleg ddigidol.

Cafodd y blaenoriaethau hyn eu pennu drwy ymgynghoriad a gafodd ei gynnal gan Gyrfa Cymru ymhlith rhanddeiliaid. Yn y blynyddoedd diwethaf, mae effaith toriadau yn y gyllideb a'r cylch gwaith eang a bennwyd i'r sefydliad gan Lywodraeth Cymru wedi arwain at wasgfa ar yr adnoddau y mae'r cwmni wedi gallu'u neilltuo'n benodol i roi gwasanaethau cymorth a chynghor mewn ysgolion. Er bod angen cynorthwyo grwpiau penodol at ddibenion penodol, mae'r penderfyniad bellach wedi'i wneud i roi sylw o'r newydd i'r gwasanaeth statudol – sef rhoi cynghor gyrfa i'r rheini sydd mewn addysg – ond gan ddefnyddio modelau newydd ar gyfer darparu'r gwasanaeth hwnnw. Drwy wneud hyn, bydd modd cyflawni'r amcanion strategol a sicrhau canlyniadau. Mae'r cylch gwaith presennol yn adlewyrchu'r newid hwn mewn blaenoriaethau a disgwyliwn i Gyrfa Cymru roi sylw i'r blaenoriaethau a geir yn y llythyr cylch gwaith wrth iddo drefnu ei batrwm staffio yn y dyfodol.

Ymholiad 5

Er ichi sôn am yr anawsterau wrth werthuso pa mor effeithiol yw eich rhaglen ymgysylltu ar gyfer prentisiaethau, fe ddywedasoich eich bod yn awyddus i sicrhau bod pob disgybl yng Nghyfnod Allweddol 4 yn cael y cynghor gyrfaoedd y mae ei angen arno. A ydych chi wedi gosod unrhyw dargedau pendant yn hyn o beth? Sut fyddwch chi'n monitro a yw plant yn cael y cynghor y mae ei angen arnynt ai peidio?

Bydd Gyrfa Cymru yn ceisio cynorthwyo pob person ifanc y mae angen cynghor a gwybodaeth am yrfaedd arno, a hynny drwy roi mwy o adnoddau i'r maes hwn a datblygu gwasanaethau newydd, cyffrous. Bydd y cwmni yn parhau i roi cymorth arbenigol i bobl ifanc sydd ag anghenion dysgu ychwanegol.

Mae Gyrfa Cymru yn gweithio yn unol â metrigau cyflawni clir wrth ddarparu gwasanaethau.

Eleni, mae'r cwmni yn ceisio cyflawni'r canlynol:

- Bydd athrawon neu gynghorwyr Gyrfa Cymru yn dangos i bob dysgwr ym Mlwyddyn 9 sut i gael cymorth a gwybodaeth gan Gyrfa Cymru.
- Bydd Gyrfa Cymru yn cynorthwyo gyda phob digwyddiad i rieni ym Mlynnyddoedd 9/11.
- Bydd pob dysgwr yng Nghyfnod Allweddol 4 yn cwblhau arolwg Gwirio Gyrfa.
- Bydd pob dysgwr ym Mlwyddyn 11 yn rhan o lwyth achosion Cynghorwr Gyrfa tan y bydd y dysgwr wedi setlo yn ei leoliad ôl-16.
- Bydd 70% o ddisgyblion sy'n cael gwasanaethau yng Nghyfnod Allweddol 4 yn ymwneud â Gyrfa Cymru yn bersonol drwy ddull digidol o leiaf ddwywaith.
- Cynnydd yng nghanran y disgyblion y mae Gyrfa Cymru yn ymwneud â hwy'n bersonol drwy ddull digidol.
- Cynnydd yn y cynghor a roddir drwy Skype a dros y ffôn gan gynghorwyr gyrfa.
- Bydd pob Cynghorwr Gyrfa yn cyflawni Lefel Sylfaen yn ein Fframwaith Cymhwysedd Digidol newydd.
- Lleiafswm o 6 Ymgyrch ac 20 Gweminar.
- 90% o gynlluniau pontio wedi'u creu ar gyfer Blwyddyn 9 a Blwyddyn 11.

Mae Gyrfa Cymru yn llunio adroddiad blynyddol bob blwyddyn sy'n rhoi manylion llawn am y gwasanaethau sy'n cael eu rhoi. Mae'r sefydliad yn atebol am yr hyn y mae'n ei ddarparu,

ac mae Gweinidogion yn cael adroddiadau sy'n adolygu perfformiad Gyrfu Cymru bob chwarter.

Yn ystod 2017-2018, bydd Gyrfu Cymru yn parhau i wneud y canlynol:

- Erbyn diwedd Cyfnod Allweddol 4, cynnig cymorth gan Gyrfu Cymru i bob dysgwr, gan ddefnyddio pob sianel sydd ar gael er mwyn cynnig a pharhau i roi'r cymorth hwn ar adeg sy'n addas i anghenion y dysgwr a phan fydd modd creu trefniadau o'r fath.
- Cynnal dadansoddiad cynnar o'r anghenion gyda dysgwyr yng Nghyfnod Allweddol 4 er mwyn blaenoriaethu a chynllunio cynnig, gyda chyflogwyr a'r darparwr dysgu yn cyfrannu fel sy'n briodol.
- Parhau i roi cymorth dwys priodol i bob dysgwr sydd ag Anghenion Dysgu Ychwanegol ym mhob Cyfnod Allweddol, gan gyflawni ein dyletswyddau statudol o dan adran 140 o Ddeddf Dysgu a Sgiliau 2000 a Chod Ymarfer AAA Cymru.
- Cefnogi cyfarfodydd a nosweithiau rhieni rheolaidd sy'n cael eu trefnu gan ysgolion, er mwyn ymwneud â rhieni fel sy'n briodol.
- Cyflwyno amrediad o weithgareddau sy'n cael eu harwain gan gyflogwyr a digwyddiadau dros y we mewn ysgolion, gan gynnwys digwyddiadau mynediad agored a digwyddiadau sy'n targedu elfennau penodol, gan ymgorffori'r arferion gorau a ddatblygir fel rhan o'r rhaglen sy'n codi ymwybyddiaeth o'r cyfleoedd.

Bydd Gyrfu Cymru yn gwerthuso perfformiad ei wasanaethau newydd a'i wasanaethau presennol drwy wneud y canlynol:

- Gwerthuso'r cynnydd a wneir gan swyddogaeth 'gweinyddwr cyfrif' newydd cynghorwyr gyrfu, a hynny drwy arolygon a gynhelir gyda chynrychiolwyr perthnasol yr ysgolion a staff Gyrfu Cymru sy'n gweithio yn y maes addysg.
- Cyflwyno dulliau o fesur perfformiad ar gyfer cynghorwyr gyrfu sy'n gweithio mewn ysgolion, er mwyn canfod:
 - yr anghenion a aseswyd ar gyfer cynghori cleientiaid blwyddyn 11;
 - nifer a chyfran y cleientiaid ym mlwyddyn 11 lle na chafodd eu hanghenion cynghori eu hateb;
 - amrediad y dulliau cyfun o ddarparu gwasanaethau a ddefnyddir i ateb anghenion y cleient; a
 - nifer a chyfran y cleientiaid mewn addysg a hyfforddiant ôl-16 ac y canfuwyd bod risg iddynt adael yn gynnar sy'n cael cymorth, a'r dulliau cyfun a ddefnyddir i ddarparu'r gwasanaethau hyn.
- Defnyddio'r canfyddiadau o ymchwil ymhlith rhieni a'r hyn a ddysgir o'r arferion gorau yn y gwledydd cartref eraill, datblygu adnoddau priodol ac ymgysylltu â rhieni gan fanteisio i'r eithaf ar yr holl sianeli priodol.
- Cynnal ymchwil ynghylch manteision ac effaith ei rôl wrth adolygu cynllun pontio cleientiaid sydd ag Anghenion Dysgu Ychwanegol.

Mae cyfyngiadau ar y ddogfen hon

Eitem 8

Mae cyfyngiadau ar y ddogfen hon