

## **Agenda – Pwyllgor yr Economi, Seilwaith a Sgiliau**

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Lleoliad: I gael rhagor o wybodaeth cysylltwch a:  
Fideo gynadledda drwy Zoom Robert Donovan  
Dyddiad: Dydd Mercher, 30 Medi 2020 Clerc y Pwyllgor  
Amser: 09.15 0300 200 6565  
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### **Rhag-gyfarfod preifat (09.15– 09.45)**

Yn unol â Rheol Sefydlog 34.19, mae'r cadeirydd wedi penderfynu gwahardd y cyhoedd o gyfarfod y Pwyllgor at ddibenion diogelu iechyd y cyhoedd. Bydd y cyfarfod hwn yn cael ei ddarlledu'n fyw ar [www.senedd.tv](http://www.senedd.tv).

### **1 Cyflwyniad, ymddiheuriadau, dirprwyon a datgan buddiannau (09.45)**

#### **2.1 Llythyr gan Y Gweinidog Tai a Llywodraeth Leol: Fframwaith Datblygu Cenedlaetho (09.45) (Tudalennau 1 – 12)**

#### **Dogfennau atodol:**

EIS(5)–18–20 – Papur i'w nodi 1

### **3 Covid–19: Adfer Trafnidiaeth – Grwpiau Eiriolaeth a Buddiannau Teithwyr (09.45–10.55) (Tudalennau 13 – 31)**

Christine Boston, Cyfarwyddwr Cymru, Transform Cymru

Ryland Jones, Dirprwy Gyfarwyddwr Dros Dro, Sustrans Cymru



Norman Baker, Cyngorydd i'r Prif Swyddog Gweithredol, yr Ymgyrch dros  
Drafnidiaeth Well

David Beer, Uwch-reolwr Cymru, Transport Focus

**Dogfennau atodol:**

EIS(5)-18-20 – Papur 2: Tystiolaeth o Ffocws Trafnidiaeth (Saesneg yn unig)

EIS(5)-18-20 – Papur 3: Papur Briffio

**Egwyl (10.55–11.05)**

**4 Covid-19: Adfer Trafnidiaeth – Safbwyntiau Academaidd a  
Diwydiannol**

(11.05–11.55)

(Tudalennau 32 – 36)

Yr Athro Glenn Lyons, Athro Symudedd y Dyfodol, Prifysgol Gorllewin Lloegr  
Nick Richardson, Cyfarwyddwr Technegol (Trafnidiaeth), Mott Macdonald a  
Chadeirydd Grŵp Polisi Bysiau a Choetsys y Sefydliad Siartredig Logisteg a  
Thrafnidiaeth

**Dogfennau atodol:**

EIS(5)-18-20 – Papur 4: Tystiolaeth gan Mott Macdonald (Saesneg yn unig)

EIS(5)-18-20 – Papur 5: Tystiolaeth gan athro Glenn Lyons (Saesneg yn unig)

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

(11.55)

**6 Preifat**

(11.55–12.15)

Covid-19: Ystyried tystiolaeth yn dilyn eitem 3 a 4



Ein cyf/Our ref:

Russell George AS  
Pennaeth Pwyllgor yr Economi, Seilwaith a Sgiliau

21 Medi 2020

Annwyl Russell

Yn dilyn ymgynghoriad cynhwysfawr ar y Fframwaith Datblygu Cenedlaethol drafft y llynedd, rwyf wedi gosod Fframwaith drafft diwygiedig gerbron y Senedd heddiw i'w ystyried am 60 diwrnod.

Mae adroddiad ymgynghori yn mynd gyda'r Fframwaith Datblygu Cenedlaethol sy'n nodi'r materion a godir yn ystod yr ymgynghoriad, rhestr o newidiadau y bwriadaf eu gwneud ar ôl ystyried yr ymatebion i'r ymgynghoriad, ac arfarniad o gynaliadwyedd integredig wedi'i ddiweddarau. Maent i'w gweld yn y fan [yma](#).

Mae fy ymateb i'r materion a godoch ar ôl ichi ystyried y Fframwaith drafft y tro cyntaf wedi'i gynnwys yn adroddiad yr ymgynghoriad, ac mae hefyd ynghlwm wrth y llythyr hwn. I helpu â'r broses graffu, rwyf wedi cyhoeddi dwy ddogfen heddiw. Mae'r gyntaf yn esbonio sut yr wyf am fonitro'r Fframwaith ar ôl ei gyhoeddi; ac mae'r ail yn fersiwn o'r ddogfen rhestru newidiadau gafodd ei osod yn yr un fformat â fersiwn ddrafft y Fframwaith yr ymgynghorwyd arno llynedd. Mae'r dogfennau i'w gweld yn y fan [yma](#)

Byddaf yn cyflwyno cynnig y gellir ei ddiwygio yn ystod cyfnod y llywodraeth i roi cyfle i'r Senedd fynegi ei barn (nid cymeradwyo) y Fframwaith Cenedlaethol Drafft. Bydd y drafodaeth yn cael ei chynnal yn ystod cyfnod ystyried 60 diwrnod y Senedd fel bod y Llywodraeth yn gallu adlewyrchu ar y materion a godir gyda'i gilydd gydag unrhyw argymhellion yn brydlon.

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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.

Yn ystod ymgynghoriad y llynedd ar y Fframwaith drafft, mynegodd aelodau'r Senedd imi ba mor bwysig ydoedd i bawb ddeall yr hyn ydyw a'r hyn fyddai'n ei olygu iddynt. Roedd rhai'n meddwl nad oedd yr enw 'fframwaith datblygu cenedlaethol' yn dweud yr hyn ydoedd neu'r hyn fyddai'n ei wneud. Rwyf wedi adlewyrchu ar hyn ac wedi gofyn i Plant yng Nghymru helpu i ddatblygu teitl newydd. Gwnaethom awgrymu'r enw 'Dyfodol Cymru - y Cynllun Cenedlaethol 2040'. Pan gaiff ei gyhoeddi, bydd y Fframwaith yn cael ei adnabod yn ôl yr enw newydd hwn a chyfeirir ato yn fyr fel Dyfodol Cymru. Byddwch yn gweld yr enw newydd hwn yn ymddangos ar rai o'r dogfennau a fydd yn rhan o'r broses graffu.

Edrychaf ymlaen at weithio gyda'r Senedd i gwblhau Dyfodol Cymru, ein Fframwaith Datblygu Cenedlaethol cyntaf.

Yn gywir



**Julie James AS/MS**

Y Gweinidog Tai a Llywodraeth Leol  
Minister for Housing and Local Government

**Ymateb Llywodraeth Cymru i lythyr gan Bwyllgor yr Economi, Seilwaith a Sgiliau ar 5 Chwefror 2020 ynghylch y Fframwaith Datblygu Cenedlaethol drafft.**

<b>Mater a Godwyd</b>	<b>Ymateb</b>
<p>1. Mae'n ymddangos bod diffyg uchelgais yn y fframwaith. Wrth ddrafftio dogfen gynllunio genedlaethol allweddol fel hon, mae cyfle i osod yr agenda a gwneud newidiadau a fydd yn mynd i'r afael â materion cymdeithasol pwysig fel mynd i'r afael â newid hinsawdd ac anghydraddoldeb economaidd a chymdeithasol. Teimlai'r Pwyllgor fod y cyfle hwn wedi'i golli rhywfaint.</p>	<p>Nid ydym yn derbyn asesiad y Pwyllgor bod y Fframwaith Datblygu Cenedlaethol drafft yn dangos diffyg uchelgais. Mae'r Fframwaith yn cynnwys gweledigaeth a'r polisïau i'w gwneud yn bosibl i welliannau radical gael eu gwneud i olwg lleoedd a'r ffordd y maent yn gweithredu ledled Cymru, a rhoi hynny ar waith. Mae'r weledigaeth a'r polisïau yn adlewyrchu'r fframwaith strategol ehangach y mae'r Fframwaith yn rhan ohono, sy'n cynnwys y Cynllun Gweithredu ar yr Economi, Cymru Carbon Isel a'r Cynllun Buddsoddi yn Seilwaith Cymru.</p> <p>Mae'r Fframwaith yn ceisio mynd i'r afael â heriau sylweddol a hirdymor, gan gynnwys yr argyfyngau hinsawdd ac amgylcheddol. Yn benodol, mae'n ceisio bod yn fodd i newid dulliau teithio, a lleihau pellteroedd rhwng cartrefi pobl, eu swyddi a'r gwasanaethau a ddefnyddir ganddynt. Mae'n ymrwymedig i greu lleoedd – y dull o gynllunio sy'n rhoi gwerth ar gael mynediad rhagorol at wasanaethau, cyfleusterau cymunedol a mannau agored mewn cymunedau. Y canlyniad clir fyddai cymdeithas sydd wedi datgarboneiddio ac sy'n llai dibynnol ar geir, a chymunedau iachach, mwy cymdeithasol sydd â gwasanaethau lleol ffyniannus. Yn hyn o beth, mae'r Fframwaith yn cyd-fynd yn llwyr ag ymrwymiad Llywodraeth Cymru i ailfywiogi canol trefi, datblygu systemau trafndiaeth Metro a gwella ein hadnoddau naturiol.</p> <p>Defnyddir y term 'diffyg uchelgais' mewn rhai ymatebion i'r ymgynghoriad sydd am i'r Fframwaith ganiatáu i dir maes glas yn gyffredinol gael ei ddefnyddio i ddatblygu trefi cymudo newydd mewn lleoliadau gwael ac ystadau 'ddim yn unman'. Mae canolbwyntio ar gyfleoedd i adfywio ac adnewyddu canol trefi drwy hyrwyddo datblygiadau cymysg a seilwaith trafndiaeth gynaliadwy gwell yn y trefi a'r dinasoedd sy'n bodoli eisoes yn uchelgeisiol, am nad hwn i'w opsiwn hawsaf i'w ddewis. Dyma'r dull gweithredu sydd fwyaf tebygol o roi blaenoriaeth ar ddefnyddio tir maes llwyd ac yn fwyaf tebygol o arwain at ffyrdd o fyw mwy cynaliadwy yn y dyfodol.</p>

Mater a Godwyd	Ymateb
	<p>Fel amcangyfrif, bydd cartrefi newydd a ddatblygir dros yr ugain mlynedd nesaf yn cyfrif am 8% o'r stoc dai. Nid yw'r Fframwaith yn canolbwyntio ar gynllunio ar gyfer yr 8% hon o gartrefi yn unig – mae hefyd yn rhoi gweledigaeth o ran sut y bydd pob lle yn iachach ac yn fwy ffyniannus.</p> <p>Bydd gweledigaeth y Fframwaith yn dylanwadu ar ddogfennau eraill Llywodraeth Cymru. Bydd y system o'i adolygu bob pum mlynedd (neu'n gynt) yn sicrhau y gall ddylanwadu ar strategaethau a chynlluniau cysylltiedig sy'n cael eu datblygu, ac ymateb iddynt, gan gynnwys: Y Cynllun Buddsoddi yn Seilwaith Cymru, Strategaeth Drafnidiaeth Cymru ac argymhellion Comisiwn Seilwaith Cenedlaethol Cymru. Amlinellir gweledigaeth ar gyfer y ffordd y bydd y Fframwaith yn datblygu gyda phob adolygiad mewn <a href="#">papur ar Fframwaith Monitro'r Fframwaith Datblygu Cenedlaethol</a></p> <p><b>Goblygiad Ariannol:</b> Dim.</p>
<p>2. Mae'r Pwyllgor yn pryderu bod y diffyg uchelgais hwn yn golygu na fydd y Fframwaith yn creu'r cyd-destun cywir i feithrin twf yn yr economi. Dywedodd yr Athro Goodstadt <i>“what's missing is some sense of the overall scale of the Welsh economy and what that should be”</i> a dywedodd mai dim ond <i>“trend-based view of life”</i> sy'n cael ei amlinellu yn y ddogfen.</p>	<p>Mae'r Fframwaith yn ystyried polisiau a strategaethau ehangach Llywodraeth Cymru ac yn rhoi'r polisiau cynllunio a'r cyd-destun sydd eu hangen i'w cyflawni. Nid rôl y Fframwaith yw pennu polisi economaidd cyffredinol Llywodraeth Cymru gan fod hyn ar gael mewn manau eraill yn y Rhaglen Lywodraethu a'r Cynllun Gweithredu ar yr Economi.</p> <p>Mae'r Fframwaith yn rhoi'r cyd-destun ar gyfer yr uchelgeisiau cynllunio a nodir ym mholisiau Llywodraeth Cymru i'w gwireddu drwy Gynlluniau Datblygu Strategol a Lleol, a fydd yn manylu ar lefelau disgwylidig o dwf economaidd cynaliadwy, gan arwain at fwy o gydraddoldeb a thecwch rhwng ardaloedd.</p> <p><b>Goblygiad Ariannol:</b> Dim.</p>
<p>3. Er enghraifft, nid yw'r Fframwaith yn sôn am yr economi sylfaenol er bod hyn yn flaenoriaeth amlwg gan Lywodraeth Cymru, yn wir mae Comisiwn UK2070 wedi nodi bod Cymru yn arwain y ffordd</p>	<p>Mae ymagwedd Llywodraeth Cymru tuag at yr economi sylfaenol wrthi'n cael ei datblygu gan Weinidog yr Economi, Trafnidiaeth a Gogledd Cymru fel un o nodweddion allweddol y Cynllun Gweithredu ar yr Economi. Mae'n anodd llunio polisiau cynllunio defnydd tir strategol, cenedlaethol wedi'u seilio ar y sector hwn o</p>

Mater a Godwyd	Ymateb
<p>yn y maes hwn. Dylai'r Fframwaith fod yn nodi, yn dathlu ac yn adeiladu ar y dull economi sylfaenol.</p>	<p>ystyried ei fod yn lleol iawn ei natur ac wedi'i ysgogi gan angen o fewn ardal ddiffiniedig fanwl.</p> <p>Mae diwygiadau i'r Fframwaith yn cynnwys cyfeiriad at bwysigrwydd yr economi sylfaenol hyd a lled Cymru. Bydd Llywodraeth Cymru hefyd yn ystyried pa ganllawiau cynllunio eraill y gellid eu rhoi i awdurdodau cynllunio ac eraill er mwyn helpu i ddatblygu'r sector hwn.</p> <p><b>Goblygiad Ariannol:</b> Dim.</p>
<p>4. Mae diffyg uchelgais y ddogfen hefyd yn amlwg yn yr ystyr nad yw'n nodi darnau penodol o seilwaith trafndiaeth mawr allweddol. Er enghraifft, byddai'r Pwyllgor wedi disgwyl mwy o fanylion am y prosiectau Metro arfaethedig sydd wedi'u cynnwys yn y Fframwaith.</p>	<p>Rhaid i'r Fframwaith gael ei ystyried ochr yn ochr â strategaethau a rhaglenni eraill Llywodraeth Cymru. Bydd Llywodraeth Cymru yn cyhoeddi Strategaeth Drafndiaeth newydd i Gymru yn 2020, a fydd yn amlinellu'r weledigaeth, y blaenoriaethau a'r canlyniadau a ddymunir ar gyfer trafndiaeth. Bydd y Strategaeth yn gyson â'r Fframwaith ac yn cefnogi ei strategaeth ofodol, sy'n cyfarwyddo lle y bydd ffocws datblygiadau newydd a buddsoddiad mewn seilwaith. Caiff Cynllun Cyflawni Trafndiaeth Cenedlaethol newydd ei lunio i gefnogi'r broses o roi Strategaeth Drafndiaeth Cymru a'r Fframwaith ar waith. Bydd anghenion seilwaith hirdymor y wlad hefyd yn cael eu nodi gan Gomisiwn Seilwaith Cenedlaethol Cymru (CSCC).</p> <p>Mae'r Fframwaith yn fodd o bennu cyfeiriad a chydlynu buddsoddiad mewn seilwaith gyda strategaeth ehangach ar gyfer datblygu, er mwyn sicrhau y manteisir i'r eithaf ar fuddsoddiad mewn seilwaith.</p> <p>Caiff y Fframwaith ei gyhoeddi cyn y bydd Comisiwn Seilwaith Cenedlaethol Cymru yn gwneud ei argymhellion. Bydd mwy o gysondeb a pherthynas fwy cilyddol rhwng dogfennau allweddol wrth i'r gyfres lawn o strategaethau a chynlluniau perthnasol gael eu rhoi ar waith.</p> <p><b>Goblygiad Ariannol:</b> Dim</p>
<p>5. Roedd y Pwyllgor yn pryderu am drefn y cynlluniau cenedlaethol, strategol a lleol. Mae'r rhan fwyaf o'r Cynlluniau Datblygu Lleol wedi'u llunio ac yn amlwg mae gwaith ar y</p>	<p>Mae Llywodraeth Cymru yn ymrwymedig i system cynllunio datblygu dair haen. Cyflwynodd Deddf Cynllunio (Cymru) 2015 y gallu i awdurdodau cynllunio lleol gydweithredu i gynhyrchu CDSau. Er y cychwynwyd y pwerau perthnasol yn 2015, araf fu'r cynigion ar gyfer CDSau. Bydd y Mesur</p>

Mater a Godwyd	Ymateb
<p>gweill i ddatblygu'r Fframwaith. Fodd bynnag, ychydig iawn o waith sydd wedi'i wneud ar lefel ranbarthol ar Gynlluniau Datblygu Strategol. Mae'r Pwyllgor yn deall y byddwn ymhell i mewn i'r degawd hwn cyn i'r Cynllun Datblygu Strategol cyntaf fod ar waith. Erbyn hynny, byddwn yn yr ail fersiwn os nad trydydd fersiwn o'r Fframwaith. Mae'n ymddangos bod llunio rhai Cynlluniau Datblygu Lleol cyn y Fframwaith, ac ymhell cyn y Cynlluniau Datblygu Strategol, yn peri risg o anghysondeb o ran gwaith cynllunio strategol. Mae'r amserlen cyn i ni weld tair lefel o gynlluniau sy'n gyson ac yn gweithio yn y drefn gywir yn peri pryder hefyd. Hoffai'r Pwyllgor gael rhywfaint o sicrwydd ynghylch pa mor gyflym y caiff y Cynlluniau Datblygu Strategol a'r Cynlluniau datblygu Lleol sy'n weddill eu cyflwyno a sut y bydd y Llywodraeth yn sicrhau nad yw'r oedi hwn rhwng y tair lefel yn effeithio ar allu'r Fframwaith i ddarparu'r cynllun gofodol cywir i fynd i'r afael â'r prif flaenoriaethau cenedlaethol y mae'n ceisio mynd i'r afael â hwy.</p>	<p>Llywodraeth Leol ac Etholiadau (Cymru) yn gorfodi paratoi CDSau, gyda llywodraethu yn cael ei ddarparu gan Gyd-bwyllgorau Corfforaethol. Mae'r Fframwaith yn rhoi mandad pellach ar gyfer paratoi CDSau drwy roi ffocws ar gynllunio rhanbarthol ac mae Pennod 5 yn amlinellu fframwaith ar gyfer paratoi cynlluniau datblygu strategol (Polisi 19). Bydd polisiau rhanbarthol y Fframwaith yn canolbwyntio camau gweithredu a buddsoddiad Llywodraeth Cymru a rhanddeiliaid allweddol yn y pedwar rhanbarth, nodi materion gofodol strategol allweddol a rhoi fframwaith ar gyfer cydgysylltu'r broses o gyflawni polisiau cenedlaethol ym maes yr economi, tai, adfywio, yr amgylchedd, llifogydd, ynni, ardaloedd gwledig a thrafnidiaeth.</p> <p>Gan gydnabod nad yw cynlluniau datblygu strategol ar waith eto, mae polisiau'r Fframwaith hefyd yn amlinellu'r materion rhanbarthol allweddol a nodwyd yn ystod y broses o baratoi'r Fframwaith, er mwyn rhoi man cychwyn ar gyfer paratoi cynlluniau datblygu strategol a chyd-destun rhanbarthol ar gyfer y system gynllunio cyn i gynlluniau datblygu strategol gael eu mabwysiadu. Gan ei bod yn ofynnol i gynlluniau datblygu strategol gydymffurfio â'r Fframwaith yn ôl y gyfraith, mae cyd-destun rhanbarthol y Fframwaith yn rhoi amlinelliad clir o'r materion y bydd yn rhaid i gynlluniau datblygu strategol fynd i'r afael â nhw, gan ei gwneud yn bosibl i ddulliau rhanbarthol penodol gael eu datblygu ar yr un pryd.</p> <p>Un nodwedd bwysig ar y system cynllunio datblygu dair haen fydd gallu cynlluniau datblygu eraill sy'n cael eu datblygu a'u mabwysiadu i ddylanwadu ar gynlluniau haen uwch. Disgwylir y bydd sylfeini tystiolaeth cynlluniau datblygu strategol yn rhan o'r sylfaen dystiolaeth ar gyfer Fframweithiau yn y dyfodol. Dros amser, bydd y Fframwaith, y cynlluniau datblygu strategol a'r CDLlâu yn llywio ei gilydd a bydd y berthynas hon yn sicrhau system gynllunio effeithiol a chadarn ar bob lefel.</p> <p><b>Goblygiad Ariannol:</b> Dim.</p>
<p>6. Teimlai'r Pwyllgor nad oedd llawer o wybodaeth yn y ddogfen am wella cysylltiadau trafndiaeth rhwng rhanbarthau</p>	<p>Caiff y Fframwaith ei gryfhau mewn ymateb i'r ymatebion i'r ymgynghoriad ar faterion trafndiaeth. Caiff Pennod 4, sy'n cwmpasu'r materion strategol cenedlaethol, ei hehangu ac mae bellach yn</p>



Mater a Godwyd	Ymateb
<p>Cymru a dros y ffin â Lloegr. Gellid gwella cysylltedd rhwng y gogledd a'r de a rhwng y dwyrain a'r gorllewin yn fawr. Gallai hyn fod drwy gysylltiadau uniongyrchol o fewn rhwydwaith trafndiaeth integredig Cymru gyfan, gan bwysleisio cyfleoedd i ddatblygu cysylltiadau trafndiaeth gyhoeddus a theithio llesol. Yn ogystal â helpu pobl i deithio'n hawdd o amgylch Cymru, gallai'r rhwydwaith hwn hefyd gludo pobl i ganolfannau lleol lle gallant deithio ymlaen i Loegr, Iwerddon a thu hwnt.</p>	<p>cynnwys tri pholisi ychwanegol ar Gysylltedd Rhyngwladol, Cenedlaethol a Rhanbarthol.</p> <p><b>Polisi 10 Arfaethedig – Cysylltedd Rhyngwladol</b> Mae'r polisi hwn yn nodi sut y bydd Llywodraeth Cymru yn cefnogi cysylltedd rhyngwladol ym Maes Awyr Caerdydd, Porthladd Caergybi, Dyfrffordd y Ddau Gleddau a Phorthladd Abergwaun. Mae'r polisi hwn yn integreiddio'r hyn a fu'n dri pholisi rhanbarthol yn y Fframwaith drafft.</p> <p><b>Polisi 11 Arfaethedig – Cysylltedd Cenedlaethol</b> Mae'r polisi hwn yn nodi sut y bydd Llywodraeth Cymru yn cefnogi'r gwaith o wella cysylltedd cenedlaethol ac yn buddsoddi ynddo. Mae'n nodi mai ein blaenoriaethau yw annog pobl i wneud teithiau pellach ar drafnidiaeth gyhoeddus, a hefyd wneud teithiau hwy yn bosibl drwy gerbydau trydan, ac mae hefyd yn cefnogi'r gwaith o gryfhau'r Rhwydwaith Beicio Cenedlaethol.</p> <p><b>Polisi 12 Arfaethedig – Cysylltedd Rhanbarthol</b> Mae'r polisi hwn yn nodi sut y bydd Llywodraeth Cymru yn cefnogi'r gwaith o wella cysylltedd rhanbarthol ac yn buddsoddi ynddo. Mae'n amlinellu ein blaenoriaethau ar gyfer ardaloedd trefol ac ardaloedd gwledig.</p> <p>Caiff y polisiau Cysylltedd Cenedlaethol a Rhanbarthol eu cefnogi gan bolisiau trafndiaeth penodol yn yr adrannau rhanbarthol o'r Fframwaith sy'n rhoi'r cyd-destun rhanbarthol a chynigion penodol ar gyfer gwella cysylltedd.</p> <p><b>Goblygiad Ariannol:</b> Dim.</p>
<p>7. Er nad yw teithio ar y môr wedi'i ddatganoli, mae porthladdoedd wedi'u datganoli. Er bod y Pwyllgor yn deall nad oes unrhyw borthladdoedd newydd yn debygol o gael eu datblygu, dylid rhoi sylw i gysylltiadau</p>	<p>Ategir y safbwynt bolisi trwy gyflwyno Polisi Cysylltedd Rhyngwladol newydd, ym Mhennod 4 o'r FfDC, sy'n nodi Porthladd Caergybi, Dyfrffordd y Ddau Gleddau a Phorthladd Abergwaun fel Pwrth Strategol..</p> <p>Mae Polisi Cynllunio Cymru (PCC) yn amlinellu'r polisi cenedlaethol o ran porthladdoedd ac yn</p>

Mater a Godwyd	Ymateb
<p>seilwaith â phorthladdoedd yn y ddogfen.</p>	<p>cydnabod y rôl bwysig y maent yn ei chwarae o ran yr economi a'r gallu i gludo nwyddau mewn ffordd gynaliadwy. Mae PCC yn cydnabod bod porthladdoedd gweithredol ac atyniadol sy'n ateb y galw ar hyn o bryd ac yn y dyfodol, yn gwneud Cymru yn lleoliad atyniadol i fusnesau, ymwelwyr a chlodwyr nwyddau.</p> <p>Fel y nodwyd yn PCC, mae Cynllun Morol Cenedlaethol Cymru (CMCC) yn rhoi gweledigaeth y gall porthladdoedd gynllunio eu gweithrediadau presennol a'u gweithrediadau yn y dyfodol yn unol â hi, gan gynnwys opsiynau i ehangu ac arallgyfeirio. Mae'n rhaid i awdurdodau cynllunio ystyried goblygiadau CMCC o ran defnydd tir wrth baratoi eu cynlluniau datblygu.</p> <p><b>Goblygiad Ariannol:</b> Dim.</p>
<p>8. Nid oedd y Pwyllgor wedi'i argyhoeddi gan y ddatl dros rannu Cymru yn dri rhanbarth. Er ei fod yn deall nad oes angen i Gynlluniau Datblygu Strategol gwmpasu rhanbarth cyfan, mae'n teimlo y byddai'n well rhannu rhanbarth canolbarth a de-orllewin Cymru, gan olygu bod canolbarth Cymru a de-orllewin Cymru yn rhanbarthau ar wahân er mwyn adlewyrchu eu nodweddion penodol.</p>	<p>Cytunir y byddai'r Fframwaith yn cael ei wella gan ddull gweithredu yn seiliedig ar bedwar rhanbarth. Caiff y Fframwaith ei gyflwyno ar sail pedwar rhanbarth, sef y gogledd, y canolbarth, y de-orllewin a'r de-ddwyrain.</p> <p><b>Goblygiad Ariannol:</b> Dim.</p>

## Summary of Risks and Opportunities for Transport Policy from Covid-19

### The picture from our research

#### Travel during Covid-19 weekly survey<sup>1</sup>

- Use of public transport is increasing slowly; although train travel lags behind bus
- The proportion of those who used buses or trains regularly before lockdown who say that they will be using these modes in the next month is increasing over time, but volumes are still considerably lower than prior to lockdown
- More people are making journeys for leisure reasons
- Those who have used public transport in the last seven days remain more likely than those that have not to think that doing so is more safe, or equally safe as compared to going to shops and restaurants

#### *For those in Wales:*

- Two-thirds (67 per cent) **agree** that they will feel safer using public transport if passengers wear face coverings
- Almost half (45 per cent) **disagree** that they have few concerns about using public transport, which has increased from 40 per cent in June
- Around half (51 per cent) say they will walk more for journeys where public transport was used previously and three-in-ten (30 per cent) will cycle more. In June, Wales had the lowest proportion of people saying they will be happy to use public transport again at 15 per cent, compared with 22 per cent across Britain and 33 per cent among 18-24 year olds
- Almost half (47 per cent) expect to work from home more in future.

#### Analysis of Travel During Covid-19 report<sup>2</sup> – key points

- Still a significant number of people who are avoiding public transport or don't feel it is safe at the moment
- Several key reasons why people are avoiding public transport or don't feel that it is safe at the moment including concerns around face masks, feeling that public transport is 'unclean' and a general distrust in others to follow the rules
- There is a sense of having less control on public transport than in other places making it feel less safe, such as not being able to get 'off' easily.

#### Transport User Community<sup>3</sup> views

- Respondents have never seen their trains as particularly clean, Passengers will not return to rail if they feel they are paying extra for a standard of cleanliness and capacity they felt entitled to long before Covid-19. Previous research has shown that commuters feel 'hostage' to rail.

<sup>1</sup> A weekly survey of over 2000 people, asking them about the travel behaviours and their attitudes towards travelling.

<sup>2</sup> Analysis of the feedback comments from the weekly survey, [4 September 2020](#).

<sup>3</sup> Community of 60 people who were regular rail users, who we use as a sounding board to discuss issues and concerns.

- There is an opportunity to promote public transport as opposed to car use for a more sustainable transport system. Passengers want rail to succeed, and to some extent recognise things ‘must’ return to normal, but need their concerns addressed.
- A mixed approach of home working and office working is seen as ideal for most; our community argue that home working allows for a greater work life balance and better wellbeing overall. Many wonder why they hadn’t adopted a home or mixed working approach long ago. Those who have been made redundant will actively search for jobs that do not require a rail commute.
- Passengers see crowding as unmanaged and unpredictable and solving the issue is seen as a shared responsibility. Employers must implement flexible working policies to end the ‘peak/off peak’ situation that leads to crowding. Passengers must plan ahead to travel in less congested periods where possible, respect social distancing and respect staff who enforce the rules. Operators must arm passengers and employers with the information necessary to plan around the crowding – passengers expect an on-demand, technical solution to indicate how crowded their train or bus will be.
- Leisure journeys by rail have declined sharply among our community members. While most recognise that the rules allow for discretionary rail travel, concerns remain. Images in the media of overcrowded beaches and parks have led to a renewed fear of making day trips. Our community does not want to contribute to overcrowding or the spread of the virus and are therefore keeping their leisure trips local and small scale.
- Bus travel has more space, so has become more pleasant, but with an underlying anxiety about potential lapses in social distancing.
- Those who are not taking the bus take a very pessimistic view of its safety during the pandemic. Many assume that non-wearing of face masks will be rife. Others assume that the atmosphere would be even more tense than active passengers reported – as with our rail users, stories about young people ignoring the regulations have spread far.

## Issues arising

### Continuing perceptions gap – people want reassurance

Our surveys have highlighted the gap between the views and experience of those people actually using public transport and the perceptions of those who are not. There are signs that attitudes may be slowly shifting. However, a significant number still say they have been avoiding public transport and they don’t feel safe using it, particularly making comparisons with restaurants and pubs, with specific measures and the attention paid to customers when eating out in recent weeks. Changing perceptions will be very hard for bus and train operators, but it is vital for concerns to be addressed with measures such as active management of face coverings, staff visibility and higher profile of cleaning regimes.

We have called for incentives – including better value rail fares and a ‘Head Out to Help Out’ offer – to remove barriers to giving public transport another try. However, people want

firm assurances about safety measures and a sense of accountability and commitment they will be delivered, giving confidence to travel. Alongside this it is crucial to concentrate on essentials of punctuality, reliability, value for money and inclusive accessibility. Our priorities for improvement work<sup>4</sup> demonstrates the continuing need to focus on the core product and the importance of not losing sight of this when looking at the future.

**Fares:** The prospect of a price increase in January sends the wrong message. With the industry struggling with how to get people back on rail, there is the need to tap into new working practices and a key opportunity to do things differently

- Carnets and flexible tickets: work from home has given previously captive commuters more choice of whether to travel or not. Rail has to adapt. Transport for Wales Rail's multiflex is a good example – but is this available across all routes? What is interoperability with other train companies' versions?
- Simplify the structure: many passengers see the fares structure as complicated, confusing, illogical and expensive – and split ticketing erodes trust. Single leg pricing, simpler ticket ranges and addressing anomalies will help to give passengers confidence they have bought the best value ticket for their journey
- Rail fares and ticketing reform: prior to the pandemic fares and retailing reform was high on the agenda as part of the Rail Review recommendations. Transport Focus is urging that reform of the complex rail fares system is urgently accelerated, to deliver a better value for money fares system for passengers.

**Performance:** During lockdown punctuality has been around 95 per cent – almost unheard of from a few months earlier. As timetables ramp up and as more people return again, there is a need to look at timetables and fix any pinch-points. So the lessons can be learnt to maintain these levels of performance and the timetable rebuilt with reliability.

**Building confidence:** it is vital for both the perception and experience of public transport to build trust. Focus must be given to core elements of reliability, frequency, value for money and visibility of staff. However our research shows these must be supported by further measures:

- Real time information: Providing digital information gives the ability to personalise, giving better value to passengers. A lot of work has been going into real-time loading and crowding information, which coupled with real time running details, provides a good package for passengers. Adding automatic *Delay-Repay* and digital ticketing into that mix makes it much more of a seamless bundle – ticket, personalised information and compensation in one package.
- Wi-Fi: A potential future shift towards more leisure travel rather than commuting highlights the need to look at making the journey itself a more valuable experience. Wi-Fi is the aspect that brings people in and enables them to engage in activities while travelling. Recent research<sup>5</sup> by us on behalf of the Department for Transport

<sup>4</sup> People ranked the things that would most improve their journeys – [Rail passengers' priorities](#) July 2020 and [Bus passengers' priorities](#), September 2020, which also looks at both youth and non-user priorities.

<sup>5</sup> [Keeping connected: rail passengers' experience of internet connectivity](#), July 2020

suggests there is plenty of room for improvement before passengers receive the usable bandwidth that gives the positive journey experience they want.

**Co-ordination with England:** Virus restrictions and cross-border differences have added to confusion of who can travel and when. Are there lessons to be learnt that point to a need for better arrangements for when Transport for Wales Rail services cross the border?

**Transport Focus Wales, Leckwith Offices, Sloper Road, Cardiff, CF11 8TB**

**Website:** [www.transportfocus.org.uk](http://www.transportfocus.org.uk)

September 2020

Yn rhinwedd paragraff(au) vi o Reol Sefydlog 17.42

Mae cyfyngiadau ar y ddogfen hon

# Eitem 4

Welsh Parliament Economy, Skills and Infrastructure Committee  
Evidence submitted by Nick Richardson BA(Hons) MA CTP FCILT FCIHT FRGS MTPS  
Technical Principal at consultancy Mott MacDonald, Chair of the CILT Bus and  
Coach Policy Group, former Chair of the Transport Planning Society and  
columnist in 'Passenger Transport' magazine.

## Risks and opportunities arising from the COVID-19 pandemic for transport policy and delivery in Wales

### Key issues

The pandemic has shifted travel demand more fundamentally than any other event in modern times. It has shown how peoples' travel behaviour can adapt in a number of ways but the question is for how long can these new behaviours continue and will there be a lasting legacy? In addition to this key question is the extent to which people can be influenced in how and when they travel and what can be done to enable them to adopt sustainable travel behaviour. They will have seen during the lockdown period what could be achieved in terms of improved air quality, far less noise and safer streets.

There are some basic tenets – pre-COVID-19, the overwhelming problem was that of car dependency which has a direct effect on congestion (economic impacts) and air quality (health impacts). Every strategy seeking to widen transport options and promote sustainable modes comes back to this problem. There is no instant panacea and most areas have shied away from introducing any measures that could be seen as penalising motorists. The only examples are London's Congestion Charge, Nottingham's Workplace Parking Levy and the introduction of Low Emission Zones for which vehicle use is charged according to emissions. Public acceptance for any fiscal measures or restraints of car use are invariably met with considerable hostility – this is only avoidable if the benefits are clear and extensive. While there is consensus that traffic congestion and poor air quality have adverse effects, promoting measures that feature sustainable transport can be difficult.

The growth in demand for rail travel over recent years has shown that a shift from car can be achieved. Conversely, local bus services have continued to suffer from a range of problems of which traffic congestion is one major influence that has fed the decline in bus use. This is a major problem because bus services provide many of the solutions to traffic congestion and car-dependency.

### Necessary changes

Against this background, the pandemic has shown that passenger transport services are financially fragile and will take a long time to recover. However, they provide vital means of transport across society, not just key workers. It is also evident that returning to the pre-pandemic network is not a viable route to take. For buses, re-creating a service that was failing would be illogical. Instead there are some significant opportunities. The greater proportions of walking and cycling are very encouraging but may not be a lasting legacy



unless measures are taken to address car dependency. All these strands are linked and without a comprehensive approach, transport will continue to struggle.

### Aligning policy

Transport policy in Wales has highlighted how transport matters as part of the wider agenda of wellbeing. Increased awareness of walking and cycling brought about by the pandemic is to be welcomed and has drawn out issues of safety such as cycling on the road network, the health benefits of walking and the need to re-prioritise how infrastructure is used optimally. This approach could usefully be extended across the transport spectrum i.e. defining the value of measures by their outcomes rather than their economic performance alone. This comes back to the key problem of excessive car use, exacerbated by poor land use planning decisions, a lack of adaptability in the way bus services operate and entrenched behaviours. Any public transport proposal should be considered in this wider concept alongside the recognition that excessive car use adversely affects virtually everything else.

For bus services, major steps need to be taken to attract new users, most of whom are currently car users. Bus networks tend to be based on past travel patterns, hampered by unpredictable traffic and poor perceptions of bus travel. Buses need to offer much more to respond to the pandemic's widespread changes. Historically, the main purpose of bus journeys has been for work and shopping; both of these have changed hugely. Many more people are able to work at home and unemployment is likely to erode bus use further. New services could target concentrations of employment and operate at times when people need them. Online retailing and the ailing high street means that fewer people shop by bus but concentrations of retail activity could be better served with appropriate services at evenings and weekends to reflect changing shopping habits. Better links between trains and buses remain an aspiration but this will be most effective if there is a wider target to include integrated timetables, passenger information and ticketing and possibly considering other modes as well such as taxis and cycle (or scooter) hire. Fundamentally, the reliability and punctuality of bus and coach services will require more emphasis on-street which means dealing with traffic delays. Demand management measures affecting car users must be in place if there is to be any incentive to shift to bus services.

Much has been debated about how bus services are planned and operated but falling demand remains the big issue. Funding for transport can be complex, selective and of limited benefit unless there is a re-think about what infrastructure is needed (possibly not much if existing infrastructure is used differently), what revenue funding is needed, particularly post-pandemic and how new revenue streams can be created. This ties in with restraints on car use if measures such as road user charging or workplace parking are to be addressed successfully. By implication, highway authorities and municipal bus operators need to collaborate more to ensure that key objectives are being addressed.

The problems are well-rehearsed but the solutions now need to be wider and deeper if broader objectives for the environment, economy, health and communities are to be met.

NR 08 Sep 20

Examining the risks and opportunities arising from the COVID-19 pandemic, with a particular emphasis upon **how transport policy and delivery in Wales should respond, manage the risks and maximise any opportunities**

Glenn Lyons, Mott MacDonald Professor of Future Mobility at UWE Bristol ([Glenn.Lyons@uwe.ac.uk](mailto:Glenn.Lyons@uwe.ac.uk))

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Thank you for the invitation and opportunity to offer my thoughts on the matter above.

### **In what capacity am I providing this input?**

I was the founding director of the Centre for Transport & Society at UWE Bristol where I now hold the Mott MacDonald Chair in Future Mobility – seconded for half my time into consultancy. I did a degree in civil engineering and then PhD in artificial intelligence and driver behaviour at Cardiff University. I have subsequently devoted my research and practice career to **understanding and influencing travel behaviour in the context of continuing social and technological change**. I take a socio-technical perspective: trying to address the interplay between the social and technical systems within society. I have particularly focused upon how the digital age has collided and is merging with the motor age – triggering, I believe, regime change away from ‘automobility’ (the motor age as we have known it). I am now specialising in helping transport authorities, including the Department for Transport (DfT), take **a new approach to transport planning and policymaking that is vision-led and which can better expose and accommodate uncertainty**. I have also been the technical lead for a piece of work supporting the DfT’s development of its Transport Decarbonisation Plan – this has developed a series of technology roadmaps for the reduction and removal of direct emissions from across domestic transport modes by 2050 (see talking head video [here](#)).

### **Risks and opportunities in respect of what?**

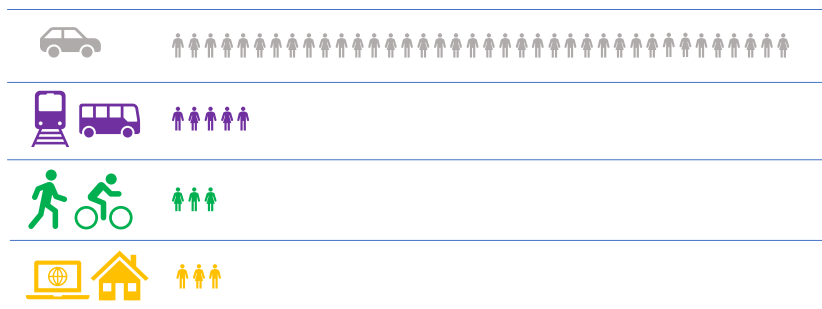
It seems important to understand the perspective taken when viewing risks and opportunities. For me this is clear. We are facing a climate emergency, the true gravity of which cannot be fully understood but which in any case presents us with a legally binding commitment to achieve a net zero carbon emissions economy in the UK by 2050. We know transport, as the single biggest emitting sector and most stubborn to decarbonise to date, is front and centre in the challenge to address this. As acknowledged in DfT’s March 2020 publication [Decarbonising Transport: Setting the Challenge](#), “behaviour change will be an important aspect of the decarbonisation of transport”. Behaviour change is not only a rapid change in vehicle purchasing decisions towards lower and zero direct emissions vehicles. Its about how much we travel and the modes of travel we use: “[a]ccelerating modal shift to public and active transport” and “fewer car trips”. **It is not enough to green business as usual. To decarbonise transport in only 30 years calls for significant, substantial and timely behaviour change**. Such change is likely to be intimidating and met with resistance from public and businesses who feel they have a vested interest in the status quo. This makes it politically very challenging – especially in a context of weakened economic prospects and social inequality.

### **COVID as a source of disruption to the norms of travel**

Travel behaviour of the population is continually changing – more dramatically at the level of individuals than at the aggregate. Change in circumstances (and in attitudes) can bring about changes in people’s needs and priorities for transport – a new job, a new home, a new location, a new relationship, a new family, a retirement, a divorce, a scrapped car, a drop in income. Travel behaviour changes and can be changed. The pandemic for many has been a months-long exposure to a change in circumstances. They have understood what it is like to rethink their travel requirements and choices, and they have experienced the consequences. **Travel requirements and choices emerging from the pandemic will change and can be changed – this is at the heart of the opportunities and risks ahead**. The illustrative diagram below depicts

how the makeup of people's access to employment could change. The question becomes, **what can policymakers do to influence the post-COVID profile, and to continue to influence it over time?**

### Daily commute PRE-COVID



### Daily commute POST-COVID



#### What are the risks?

There are of course multiple risks associated with the pandemic that relate directly and indirectly to transport and which are short-term and longer-term in nature. **The risk to public transport is arguably one of the most serious.** As illustrated above, some former public transport users may become, or return to being, car users for some journeys in the face of social distancing concerns. Some former public transport users may now be relying upon digital connectivity in their homes for access rather than travelling by public transport. It's possible that some former car users will see empty buses and trains (if they are still running) and switch to using public transport for some trips. Not everyone will have the same freedom of choice in changing their behaviours. If public transport carrying capacity and level of service is diminished post-COVID in the face of precarious commercial viability, **social inequality may well be exacerbated.**

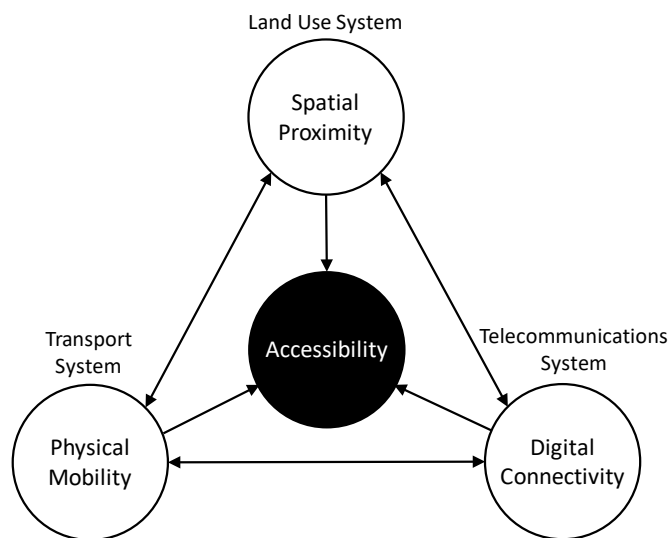
There are non-transport risks for urban centres in terms of 'the commuters not returning' if homeworking is more commonplace. **The risk for transport is that this is seen as a reason to discourage homeworking – a behavioural trend that can help address decarbonisation.**

**The greatest risk for transport is that the lesson the pandemic has provided in human capacity to adapt to changed circumstances, will be squandered** by vested interest in the old status quo and the inertia that results: efforts to resurrect a strong semblance of the old normal rather than seizing the opportunity to shape a new normal, aligned to the imperative of addressing decarbonisation.

#### What are the opportunities?

In 2016, based upon work in 2014/15 as Strategy Director for the New Zealand Ministry of Transport, we

put forward a model called the Triple Access System<sup>1</sup> (see below). This recognises that **what underpins economic prosperity and social wellbeing is access – the ability to reach people, goods, services and opportunities**. Access can be fulfilled through the transport system (physical motorised mobility), the land use system (spatial proximity and active travel) and the telecommunications system (digital connectivity).



Thank goodness this is the world we live in and that access is not all about motorised transport – because **the resilience and adaptability afforded to us by the Triple Access System has been critical during the pandemic** – as reliance on motorised transport was reduced, we switched emphasis to digital connectivity and spatial proximity for our fulfilment of access (‘living local and acting global’). **The opportunity is now to embrace ‘triple access planning’** – to support future economic prosperity and social wellbeing through changing the supply-side of this Triple Access System and fostering and supporting behaviour change.

Triple access planning involves moving away from the forecast-led approach in transport planning of predict and provide (forecast a most likely mobility future (within sensitivity-tested bounds of uncertainty) and provide a means to accommodate projected demand). Instead it concerns a vision-led approach of **decide and provide: decide on a preferred accessibility future (and outcomes) and provide a means to move towards it in a way that accommodates the deep uncertainty ahead.**

**The Climate Assembly UK report ‘The path to net zero’ published on 10 September signals public appetite for change.** The Assembly’s recommendations on transport are: *a ban on the sale of new petrol, diesel and hybrid cars by 2030–2035; a reduction in the amount we use cars by an average of 2–5% per decade; and improved public transport.* We need to go even further and faster and triple access planning holds the key. **Decide on the relative prioritisation of support for the shaping of the Triple Access System that creates the environment of choice for how people lead their lives.** Public transport must not only survive the pandemic but thrive beyond it. Spatial planning and reprioritising our built environments must give walking and cycling sustained, not temporary, acknowledgement as key, rather than peripheral and downtrodden, modes. Capitalising on digital connectivity allows us to tread more lightly as a society – and offers flexibility of access, including helping people to better manage their working and personal lives.

<sup>1</sup> Lyons, G. and Davidson, C. (2016). Guidance for transport planning and policymaking in the face of an uncertain future. *Transportation Research Part A: Policy and Practice*, 88, 104-116. <http://dx.doi.org/10.1016/j.tra.2016.03.012>