

## Agenda – Pwyllgor yr Economi, Seilwaith a Sgiliau

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Lleoliad:	I gael rhagor o wybodaeth cysylltwch a:
Ystafell Bwyllgora 4 – Tŷ Hywel	Gareth Price
Dyddiad: Dydd Mercher, 20 Chwefror	Clerc y Pwyllgor
2019	0300 200 6565
Amser: 09.15	<a href="mailto:SeneddESS@cynulliad.cymru">SeneddESS@cynulliad.cymru</a>

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**Rhag-gyfarfod preifat (9.15–9.30)**

### **1 Cyflwyniad, ymddiheuriadau, dirprwyon a datgan buddiannau**

### **2 Papurau i'w nodi**

(Tudalennau 1 – 7)

#### **Dogfennau atodol:**

EIS(5)–06–19(P1) Llythyr gan Caedirydd at y Banc Datblygu Cymru

EIS(5)–06–19(P2) Llythyr gan Caedirydd at y Weindog yr Economi a Thrafnidiaeth



### **3 Datblygu Trafnidiaeth Cymru yn y dyfodol: Trafnidiaeth**

#### **Gyhoeddus a Theithio Llesol**

(9.30–10.30)

(Tudalennau 8 – 46)

Christine Boston, Cyfarwyddwr Cymru, Community Transport Association

Steve Brooks, Cyfarwyddwr Cenedlaethol Cymru, Sustrans Cymru

John Pockett, Cyfarwyddwr, Confederation of Passenger Transport Cymru

#### **Dogfennau atodol:**

EIS(5)–06–19(P3) Papur Briffio'r Gwasanaeth Ymchwil

EIS(5)–06–19(P4) Ymateb gan Community Transport Association (Saesneg yn unig)

EIS(5)–06–19(P5) Ymateb gan Sustrans, Cycling UK, Living Streets

EIS(5)–06–19(P6) Ymateb gan Confederation of Passenger Transport Cymru (Saesneg yn unig)

**Egwyl** (10.30–10.45)

### **4 Datblygu Trafnidiaeth Cymru yn y dyfodol: Buddiannau teithwyr**

(10.45–11.30)

(Tudalennau 47 – 61)

Barclay Davies, Cyfarwyddwr, Bus Users Cymru

Linda McCord, Uwch Reolwr Rhanddeiliaid, Transport Focus

David Beer, Rheolwr Rhanddeiliaid, Transport Focus

#### **Dogfennau atodol:**

EIS(5)–06–19(P7) Ymateb gan Bus Users UK

EIS(5)–06–19(P8) Ymateb gan Transport Focus (Saesneg yn unig)

## **5 Datblygu Trafnidiaeth Cymru yn y dyfodol: Cyrff Proffesiynol a Chynrychiadol**

(11.30–12.30)

(Tudalennau 62 – 79)

Dr Roisin Willmott, Cyfarwyddwr, Royal Town Planning Institute Cymru

Dr Llŷr ap Gareth, Uwch Gynghorwr Polisi, Federation of Small Businesses Cymru

Chris Yewlett, Cadeirydd Grŵp Dwyrain Cymru, Chartered Institute of Logistics and Transport Cymru

### **Dogfennau atodol:**

EIS(5)–06–19(P9) Ymateb gan Royal Town Planning Institute Cymru (Saesneg yn unig)

EIS(5)–06–19(P10) Ymateb gan Federation of Small Businesses Cymru (Saesneg yn unig)

EIS(5)–06–19(P11) Ymateb gan Chartered Institute of Logistics and Transport Cymru (Saesneg yn unig)

**Ôl-drafodaeth breifat** (12.30–12.35)

Giles Thorley  
Prif Weithredwr, Banc Datblygu Cymru

7 Chwefror 2019

Annwyl Giles

### **Craffu ar yr adroddiad blynyddol gyda Banc Datblygu Cymru**

Ysgrifennaf i ddiolch i chi a'ch cydweithwyr am fynychu cyfarfod y Pwyllgor heddiw i drafod y cynnydd o ran gweithgareddau Banc Datblygu Cymru gyda'r Aelodau. Roedd yn dda clywed stori gadarnhaol am gynnydd y Banc yn erbyn targedau buddsoddi hyd yma, a gweld cyflwyniad mwy tryloyw o wybodaeth ariannol yn yr adroddiad blynyddol, sef rhywbeth yr oedd y Pwyllgor wedi'i argymhell y llynedd.

Yn syth ar ôl sesiwn graffu fore heddiw, cafodd y Pwyllgor dystiolaeth ar gyfer ymchwiliad newydd i rwystrau ar gyfer cwmnïau adeiladu cartrefi bach, ac felly roedd dystiolaeth y Banc Datblygu am fenthycia o dan y Gronfa Datblygu Eiddo a'r Gronfa Safleoedd Segur yn arbennig o ddefnyddiol inni.

Un o'r materion a gododd o'n sesiwn gyda Ffederasiwn Busnesau Bach Cymru, Ffederasiwn y Meistr Adeiladwyr Cymru a Hygrove Homes oedd yr effaith gadarnhaol y mae'r ddwy gronfa hynny, yn enwedig y Gronfa Datblygu Eiddo, wedi'i chael yn cynorthwyo'r chwaraewyr presennol yn y sector adeiladu cartrefi drwy ddarparu hylifedd. Nodwyd, oherwydd nad yw cymorth ariannol ar gael hyd nes bod caniatâd cynllunio wedi'i roi, mae hyn yn atal llawer o fusnesau bach rhag mynd i mewn i'r sector adeiladu cartrefi, ac maent yn aros yn gweithio mewn meysydd eraill megis atgyweiriadau neu welliannau i'r cartref yn lle hynny. Fodd bynnag, gwnaethoch ddweud bod y Banc Datblygu wedi rhoi benthyg cyfalaf gweithio i fusnesau mwy o faint yn fwy cyffredinol, a allai helpu tuag at gostau cynllunio.

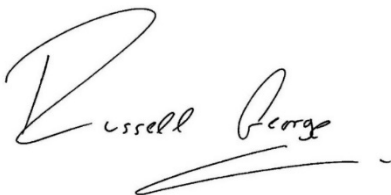


Hefyd, roedd Ffederasiwn y Meistr Adeiladwyr Cymru yn argymhell yn gryf y gallai cynyddu'r trothwy ar gyfer diffinio 'datblygiad mawr', o 10 uned o dai i rywbeth yn agosach at 50, helpu cwmnïau adeiladu cartrefi llai rhag dod yn rhan o'r farchnad oherwydd y broses gynllunio llai beichus a chostus islaw'r trothwy hwn. Byddai'r Pwyllgor yn ddiolchgar o gael barn Banc Datblygu Cymru ar y materion hyn, i'w ystyried fel rhan o'i ymchwiliad cyfredol.

Mae'r Pwyllgor yn edrych ymlaen at graffu ar adroddiad blynyddol y Banc Datblygu ar gyfer y flwyddyn 2018-19 yn y dyfodol. Mae'r Pwyllgor yn nodi y bydd rhagor o wybodaeth am ddangosyddion perfformiad allweddol, gan gynnwys allyriadau carbon a dangosyddion cydraddoldeb, yn cael ei chynnwys mewn adroddiad effaith gan y Banc ar gyfer 2019-20, ond byddai unrhyw ddata ychwanegol ar gyfer y flwyddyn 2018-19 y gellir eu darparu i'r Aelodau yn ddefnyddiol, i'w helpu i feincnodi'r effeithiau hynny. Yn yr un modd, byddai'r Pwyllgor yn ddiolchgar o gael unrhyw ddadansoddiad sydd gan y Banc ar ansawdd y swyddi y mae'n eu creu a'u diogelu, a sut y mae hyn yn cymharu â blynyddoedd blaenorol.

Mae'r Pwyllgor hefyd yn edrych ymlaen at weld adroddiadau pwrpasol y Banc Datblygu ar gyllid allforio a chlystyrau ecwiti maes o law.

Yn gywir



Russell George  
Cadeirydd Pwyllgor yr Economi, Seilwaith a Sgiliau



Ken Skates AC  
Gweinidog yr Economi a Thrafnidiaeth

15 Chwefror 2019

Annwyl Weinidog,

### **Bargeinion Dinesig a Thwf i Cymru**

Ar 23 Ionawr a 31 Ionawr 2019, clywodd Pwyllgor yr Economi, Seilwaith a Sgiliau y Cynulliad dystiolaeth gan y rhai sy'n gyfrifol am ddatblygu Bargaen Ddinesig Prifddinas-Ranbarth Caerdydd, Bargaen Ddinesig Bae Abertawe, Bargaen Ddinesig y Canolbarth a Bargaen Twf y Gogledd. Pwrpas y sesiynau hyn oedd dilyn i fyny ar gynnydd gyda datblygiadau y pedair Bargaen ranbarthol hyn, yn dilyn cyhoeddi adroddiad y Pwyllgor, 'Bargeinion Dinesig ac Economaïau Rhanbarthol Cymru', ym mis Hydref 2017.

Mae'r sesiynau hyn wedi codi nifer o gwestiynau i Aelodau ynghylch cynnydd y gwahanol Fargeinion, y ffordd y cânt eu hariannu a'u gwerthuso, ac i ba raddau y mae gweithgareddau o fewn y Cytundebau yn cyd-fynd â strategaethau datblygu economaidd ehangach ar lefel Llywodraeth Cymru a Llywodraeth y DU. O gofio natur ar y cyd y Bargeinion hyn, penderfynodd y Pwyllgor ei fod am ysgrifennu at y ddwy lywodraeth i ofyn am ymatebion, fel y bo'n briodol, ar y pwyntiau canlynol:

### **Bargaen Ddinesig Prifddinas-Ranbarth Caerdydd**

Mae gan Fargaen Ddinesig Caerdydd dargedau uchelgeisiol ar gyfer darparu swyddi ac ysgogi buddsoddiad yn y sector preifat. Dyrennir cyfran helaeth o'r Fargaen gwerth £1.2 biliwn i'r Metro, gyda £495 miliwn wedi'i ddyrannu i'r 'Gronfa



Fuddsoddi Ehangach', a dywedwyd wrth y Pwyllgor y byddai'r Asesiad Gateway ond yn effeithio ar y Gronfa Fuddsoddi ehangach hon, ac o fewn hynny bydd ond yn edrych ar werthuso'r gwaith a wnaed ar y clwstwr lled-ddargludyddion cyfansawdd IQE, lle mae £38.5 wedi cael ei fuddsoddi. *A all Llywodraeth y DU gadarnhau pa elfennau o'r Fargen fydd yn destun Asesiad Gateway y Gronfa Fuddsoddi gyntaf o effaith Trysorlys EM, a beth yw goblygiadau posibl Asesiad Gateway ar gyfer rhyddhau cronfeydd pellach i'r Gronfa Fuddsoddi Ehangach?*

Dywedwyd wrth y Pwyllgor hefyd mai'r nod oedd 'ailgylchu' cymaint o'r arian cyfalaf cychwynnol â phosib ond na fyddai effaith cronfeydd wedi'u hailgylchu yn cael eu hystyried yn asesiad Llywodraeth y DU o effaith y Fargen Ddinesig. *A all Llywodraeth y DU egluro'r rhesymeg dros y dull hwn?*

Roedd y Pwyllgor yn pryderu o glywed bod Bargaen Ddinesig Caerdydd yn ei chael hi'n anodd ymgysylltu â Llywodraeth Cymru wrth ddatblygu'r cynllun economaidd ar gyfer y rhanbarth. *Byddai'r Pwyllgor yn croesawu ymateb Llywodraeth Cymru i'r awgrym hwn a chlywed sut y bydd gwaith integreiddio yn gwella yn y dyfodol o ran cynllun economaidd Prifddinas-Ranbarth Caerdydd a chynlluniau Llywodraeth Cymru ei hun ar gyfer y rhanbarth.*

### **Bargaen Ddinesig Bae Abertawe**

Nododd y Pwyllgor bwysigrwydd canlyniad llwyddiannus o adolygiadau cyfredol y Fargen a'r trefniadau llywodraethu. Bydd yn bwysig i'r Fargen gael ei hardystio'n derfynol cyn gynted ag y bo modd er mwyn atal unrhyw oedi pellach i brosiectau, y mae awdurdodau lleol eisoes yn cario risg ariannol iddynt.

Roedd y Pwyllgor yn synnu o glywed bod Bargaen Ddinesig Bae Abertawe yn dal i ddatblygu ei fframwaith monitro a gwerthuso a fydd yn nodi'r dull arfaethedig o werthuso effaith y Fargen Ddinesig. *Byddai'r Pwyllgor yn ddiolchgar pe gallai Llywodraeth y DU a Llywodraeth Cymru egluro'r amserlen ar gyfer cwblhau'r maes gwaith pwysig hwn.*

### **Bargaen Twf y Gogledd**

Roedd cynnydd gyda Bargaen Twf y Gogledd yn galonogol gyda chyllid wedi'i gyhoeddi cyn y Nadolig, er roedd yn siomedig bod y swm yr arian a ddyrannwyd gan Lywodraeth Cymru a Llywodraeth y DU yn £100m yn llai na'r hyn a ragwelwyd yn wreiddiol.

*A all Llywodraeth y DU roi esboniad llawn o'i rhesymau dros gyhoeddi'n unochrog ymrwymiad cyllido sy'n sylweddol llai na'r £170m y gofynnwyd*



*amdano, ac a yw'n bwriadu adolygu'r penderfyniad hwn, gan gofio ymrwymiad Llywodraeth Cymru i gyfateb unrhyw gynnydd a wnaed ar lefel y DU?*

*A all Llywodraeth Cymru roi eglurhad llawn ynghylch pam ei bod wedi penderfynu cyfateb cynnig cychwynnol Llywodraeth y DU o £ 120 miliwn, yn hytrach na chynnig i ymrwymo'r £170 miliwn y gofynnwyd amdano yng nghais y Gogledd?*

Yn sgil penderfyniad Hitachi i atal gwaith ar Wylfa Newydd, mae'r Pwyllgor yn awyddus i ddeall effaith hyn ar Fargen Twf y Gogledd a sut y gellid ail-flaenoriaethu prosiectau. Mae'r Pwyllgor wedi nodi ei bryderon yn gyhoeddus ynglŷn â sut y gall prosiectau eraill yn y Gogledd lenwi'r bwlch, gan fod eu heffaith wedi'i lleihau gan botensial twf Wylfa Newydd. *Beth yw asesiad Llywodraeth Cymru o sut mae'r penderfyniad i atal gwaith ar Wylfa Newydd yn effeithio ar yr hyn y mae'r Fargen Twf yn ceisio ei gyflawni?*

### ***Bargen Twf y Canolbarth***

Er bod gwaith wedi'i wneud i gynnig trefniadau llywodraethu ar y cyd rhwng y ddau awdurdod lleol ym Mhartneriaeth Tyfu'r Canolbarth, gwelodd y Pwyllgor fod angen gwneud llawer mwy o waith i ddatblygu a chymeradwyo achosion busnes ar gyfer Bargen Twf, gyda'r amserlenni yn cael eu disgrifio fel rhai tynn. Er ei fod yn sicr bod cydweithredu ar lefel swyddogion yn effeithiol, nododd fod angen i hyn gael ei gyfleu drwy gyfarfodydd mwy aml ar lefel wleidyddol a sicrwydd cadarn o ymrwymiad gwleidyddol lefel uchel. Clywodd y Pwyllgor am ymdrechion i ymgysylltu â busnesau ar draws y Canolbarth ond y bydd ymgysylltu pellach yn cael ei atal tan y bydd manylion y prosiectau yn hysbys. Gallai gwendid y Canolbarth Cymru o fod â nifer fechan o gwmnïau 'angor' hefyd gynyddu'r risg o ymdrech yn cael ei ledaenu'n denau ar draws y rhanbarth heb i fudd sylweddol gael ei grynhoi.

Roedd y ddau Arweinydd Cyngor yn awyddus i weld y Fargen yn cael ei datblygu'n gynt, a chadarnhad o'r cyllid sydd ar ddod gan y ddwy Lywodraeth, yn enwedig yn sgil y buddsoddiad amser ac ymdrech a roddir wrth ddatblygu'r Fargen yn lleol. *O ystyried yr adnoddau sydd eisoes wedi'u cyfeirio at ddatblygu'r Fargen, pa sicrwydd pellach y gellir ei roi o ran amserlen Llywodraeth Cymru a Llywodraeth y DU i gytuno a chyhoeddi'r arian a ddyrennir i'r Fargen Twf? A yw'r ddwy lywodraeth yn fodlon bod y ddau awdurdod lleol yn gweithio'n dda gyda'i gilydd ac yn ddigon cyflym, a bod y ddau yn ymgynghori'n ddigonol â'r sector busnes neu a ellid gwneud mwy yn hynny o beth?*





Nododd y Pwyllgor y byddai Arweinydd Ceredigion yn cyfarfod â Gweinidog yr Economi a Thrafnidiaeth Llywodraeth Cymru i fynd i'r afael â'r broblem sef nad oedd cydweithwyr Ceredigion yn cael eu cynnwys yn ddigonol yng ngweithgareddau Partneriaeth Dysgu a Sgiliau Rhanbarthol De-orllewin a Chanolbarth Cymru. *Bydd y Gweinidog yn nodi ymchwiliad presennol y Pwyllgor i rôl Partneriaethau Sgiliau Rhanbarthol yng Nghymru - a yw'n gallu nodi pa gamau a gymerir i sicrhau bod y Partneriaeth Dysgu a Sgiliau sy'n cwmpasu'r Canolbarth yn ystyried yn llawn yr anghenion sgiliau ar draws y rhanbarth hwnnw i gyd?*

### **Cwestiynau cyffredin ar draws yr holl Fargeinion:**

Mae'r Bargeinion ar gyfer cyllid cyfalaf, ac wrth gydnabod hynny, mae awdurdodau lleol a rhai cyrff addysg yn neilltuo ffrydiau ariannu refeniw i gefnogi'r Bargeinion ac i ddatblygu'r achosion busnes. Nododd y Pwyllgor hefyd fod ymdrechion yn cael eu gwneud i geisio cynnwys etifeddiaeth o ran hyfforddiant sgiliau yn y prosiectau buddsoddi cyfalaf. *Pa mor hyderus yw Llywodraeth Cymru y bydd etifeddiaeth sylweddol yn cael ei chreu gan y cyllid cyfalaf i gyfiawnhau'r gostyngiad cychwynnol yn lleol, yn enwedig o ystyried y dull o ddyrannu cyfalaf yn raddol yn amodol ar ganlyniadau asesiadau Gateway?*

Gofynnodd y Pwyllgor pa mor dda yr oedd y Bargeinion yn cyd-fynd â Chynllun Gweithredu Economaidd Llywodraeth Cymru a gwaith y Prif Swyddogion Rhanbarthol, a'r blaenoriaethau buddsoddi ar lefel y DU sy'n cael eu hysgogi gan y Strategaeth Ddiwydiannol. Nid oedd yr Aelodau yn gwbl fodlon bod y cysylltiadau rhwng y gwahanol strategaethau hyn wedi'u nodi'n llawn ac y gwneir y gorau ohonynt fel rhan o'r Bargeinion. *Pa mor hyderus ydych chi bod y Bargeinion yn cyd-fynd â strategaethau economaidd rhanbarthol a chenedlaethol er budd mwyaf yr economïau rhanbarthol y maent yn ceisio bod o fudd iddynt?*

Nodwyd bod yna botensial i brosiectau mewn un ardal Bargein hefyd ddarparu buddion i ardal sy'n cael ei chwmpasu gan Fargein arall (e.e. cyflogaeth yn y Canolbarth o ganlyniad i'r Ganolfan Gwyddoniaeth Dur ym Margen Ddinesig Bae Abertawe), ond er gwaethaf rhannu dysg rhwng yr arweinwyr Bargein amrywiol, mae gan y Bargeinion ffiniau daearyddol. *A oes perygl y bydd cyflawni gweithredoedd ar lefel ranbarthol drwy Fargeinion Dinesig a Thwfydd yn creu 'silos twf' sy'n gweithio yn erbyn ymdrechion ehangach gan Lywodraeth Cymru, ac yn*

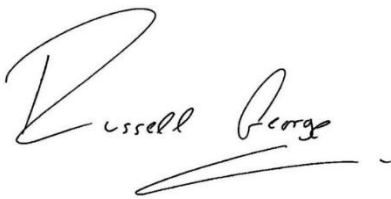


*wir Llywodraeth y DU, i ysgogi twf economaidd ar lefel genedlaethol yng Nghymru, ac ar draws y DU gyfan?*

Yn olaf, nododd y Pwyllgor fod ymgynghoriaeth yn Surrey wedi cael ei phenodi i gynnal adolygiad cyflym o Fargen Ddinesig Bae Abertawe, a bod cwmni peirianeg rhyngwladol Americanaidd, AECOM, wedi'i gomisiynu gan Bartneriaeth Tyfu'r Canolbarth i lunio Strategaeth Economaidd ar gyfer y rhanbarth. *Hoffai'r Pwyllgor ofyn i'r ddwy lywodraeth beth oedd y rhesymeg dros benodi ymgynghorwyr o'r tu allan i Gymru i wneud y gwaith hwn, a pha ystyriaeth a roddwyd i annog ceisiadau o fewn Cymru drwy'r broses gaffael?*

Fel y nodwyd uchod, anfonwyd y llythyr hwn hefyd at y Gwir Anrhydeddus Alun Cairns AS, Ysgrifennydd Gwladol Cymru. Edrychaf ymlaen at eich ymateb.

Yn gywir,



Russell George  
Cadeirydd Pwyllgor yr Economi, Seilwaith a Sgiliau



## Eitem 3

Mae cyfyngiadau ar y ddogfen hon

## Evidence from Community Transport Association

### About us

The Community Transport Association (CTA) is a national charity that represents and supports providers of community transport: thousands of local charities and community groups across the UK that all provide transport services that fulfil a social purpose and community benefit.

We are for, and about, accessible and inclusive transport.

For many passengers, community transport operators are the lifeline that connects them to their communities when no other transport is possible; be that for work, for education, for health or for social interaction. Here in Wales, our members include schools, charities, day centres, bike to work schemes and operators of regular services for communities and people who would otherwise be disconnected from the world.

### Full response:

#### **Overview**

The establishment of Transport for Wales (TfW) as a wholly-owned subsidiary of the Welsh Government fundamentally changes the nature of scrutiny for Transport policy in Wales. Our experience is that current practice is good, but as the company matures it would be wise to consider embedding ways of working that will ensure transparency and public confidence for the future.

#### **Governance, Structure and Funding**

The governance and accountability structures of private companies are different to those of government, and this may necessitate a change in the Committee's approach to scrutiny.

It is inescapable that the establishment of an arms-length wholly owned subsidiary removes some of the parliamentary oversight that the Assembly would otherwise have. That being said, our experience has been that TfW are willing to engage very openly with representative bodies such as ourselves. We have been positively engaged in relevant work on bus strategy, and some of our members have had the opportunity to contribute directly on areas of shared interest.

This positive institutional behaviour is very welcome, but it should be noted that this is a matter of good will and good practice from the current leadership and

staff, and not of obligation.

**Recommendation:** The Committee may wish to consider establishing a set of working protocols with Transport for Wales, in order to establish and embed good practice in the future.

The governance structure is comparable with other private companies; an Executive Team reports to a Board of Directors and a range of business information is available. Board minutes and a Register of Interests are available on the TfW website, although in the case of the latter document, we would query whether this is complete. There are no entries for some Board members, and this is unusual.

**Recommendation:** That TfW ensures that its register of interests is complete and up to date, and that the date at which the register was last updated is recorded on it. Null responses should be recorded to remove suspicion that an entry is incomplete.

Executive Directors are not currently included on the Register of Interests. While this is not a legal requirement, as a wholly-owned subsidiary of government, TfW may wish to exemplify a higher standard of transparency than the legal minimum.

**Recommendation:** That TfW considers including its Executive Directors in its register of interests.

A good Board ensures that the Chief Executive is able to draw on appropriate expertise. The current appointees are extremely experienced professionals with many skills to offer, but we note that none have significant direct operational experience of working in the transport industry. We would particularly welcome an appointee with experience and understanding of accessible and inclusive transport, to ensure that the needs of vulnerable groups are understood at the highest level.

**Recommendation:** That TfW considers appointing a Board Director with experience of public transport operational management, particularly accessible and inclusive transport.

TfW finances may not be subject to the scrutiny that a government department is during the budget process, but as a private company its annual accounts are published by Companies House. This may in fact provide a greater level of detail than is provided by government budget documentation. TfW's accounts are full and thorough, and include appropriate strategic information. While this is very welcome, there may still be issues around the timing of when the accounts are filed.

TfW's year-end is 31 March. Companies House requires that companies file their accounts within 9 months of the year-end. In 2018, TfW filed on 19 November - 12 days before the deadline. This was in the middle of the Committee's budget scrutiny sessions, and after some Ministerial scrutiny sessions. This impinges upon the Committee's ability to scrutinise transport funding fully.

**Recommendation:** The Committee may wish to examine TfW's published annual accounts as part of its routine budget scrutiny.

**Recommendation:** The Committee may wish to request that TfW publish its annual accounts on an earlier date than its Companies House deadline to enable better scrutiny.

## **Transport for Wales' current and future role**

There is not a clearly understood delineation of TfW's role and remit, and if this is not addressed there is a real risk that mission-creep could undermine its future effectiveness. There appears to be activity in policy, transport strategic delivery and direct delivery, and this is more ambitious than almost any other transport authority in the UK.

**Recommendation:** The Committee may wish to consider how the role of TfW is currently defined, and whether this is an accurate reflection of its actual work and stated aspirations.

There appears to be overlap between TfW and the Welsh Government Transport Department in the area of policy and legislation, as exemplified by recent work on transport policy in the autumn of 2018. The Welsh Government were consulting on the Welsh Transport Strategy, as per their legal obligations under the Transport (Wales) Act 2006. At the same time, TfW were consulting on Bus Strategy for the preparation of a white paper. This created some confusion amongst our members, who were invited to contribute to both processes. It also seemed surprising that a private company was preparing a white paper but government was writing a delivery strategy.

**Recommendation:** The Committee may wish to seek clarification of the role of the Welsh Government's Transport Department and the criteria by which they decide whether an activity is rightly their work, or TfW's.

**Recommendation:** The Committee may wish to seek clarification as to the circumstances under which a private company would write a white paper.

There may be the potential for overlap between TfW and public transport operators, with confusion over who is responsible for what. This also creates a potential conflict of interest if TfW is both an operator (as it is with its T bus services) and becomes a commissioning body for bus services.

We would be concerned at this development for two reasons:

Firstly, many community transport operators, especially in rural areas, are able to create a viable operating model through a blend of services aimed at the general public, with varying levels of need, with highly specialised point-to-point services for vulnerable people who have more complex needs.

Selective intervention in the market by TfW could make it more difficult for these local operators to piece together a viable operating model, the net effect being a diminution in options for the most vulnerable people who have few choices to start with. For example, if TfW were to commission and/or operate routes currently covered by community transport operators using Section 22 Permit, those services could no longer operate. This would leave the community transport operators with only their costliest and most complex services and less ability to make them viable through other activities, such as running routes using Section 22 Permits.

Secondly, if TfW were to be legally challenged by large bus operators regarding the procurement process, community transport would not have the resources to be represented. The sector could be squeezed out of the routes that in many cases are subsidising essential support for vulnerable people.

Similarly, there is the potential for overlap between TfW and operators in terms of managing and delivering contracts if they move further towards a commissioning model. TfW cannot reasonably be responsible for managing transport contracts if it is involved in delivering any of them operationally. If it were to do so, it could not hold those contracts effectively to account.

**Recommendation:** The Committee may wish to clarify how TfW ensures that the potential conflicts outlined above will be avoided.

**Recommendation:** In order to avoid future conflicts of interest, the future role of TfW ought to be limited to EITHER commissioning and contracting services OR operational delivery.

The Committee is hampered in its scrutiny if it does not have a clear understanding of who is responsible for delivering what. If a new layer of delivery is added in the form of Regional Transport Authorities, it could lead to further confusion. It may be helpful for the Committee to consider the structures, governance arrangements and working practices of other transport bodies in the UK, particularly ones in which multiple local authorities and regional bodies are involved.

**Recommendation:** The Welsh Government's new transport strategy should outline how its own Transport Department, TfW and any new Regional Transport Authorities will work together.

Transport for London (TfL) is not a direct comparator for TfW, in that London has far greater devolution of powers, particularly as regards bus regulation. There is a strong case for devolving additional powers to Wales, but until that takes place, it is not possible to recreate the London model. While it may be a long-term aspiration to emulate this approach, in reality there are many legal and technical challenges



relating not only to transport regulation powers, but also data sharing and GDPR barriers to using account-based ticketing in the way that TfL do.

Additionally, financing new projects through tools that rely on increasing property values as TfL have done (i.e. Tax Increment Financing for the Northern Line extension, and Business Rates Retention for Crossrail<sup>1</sup>) may be legally possible in Wales, but outside London the scale of property value increases is much lower and therefore these mechanisms raise less money. There is a need for TfW to consider innovative financing options that would help to drive infrastructure investment that will work in Wales' specific circumstances; given the significant number of services that have been withdrawn in the past three years, that should include core funding for services and not just the building of facilities. A bus station with no buses in it would serve nobody well.

**Recommendation:** TfW may have an opportunity to act as a finance-broker for strategic infrastructure investment in Wales, directing unrestricted funding to service delivery.

Some other city regions have packages of transport devolution and economic development challenges that are more directly comparable with Wales, and it may be helpful to look at some of these for inspiration not only in terms of governance, but also in terms of ambition in the medium term. Greater Manchester and the West Midlands have both delivered successful metro systems, for example, and learning from their successes and their failures could be extremely helpful. Manchester in particular may be a good comparator for TfW.

**Recommendation:** The Committee may wish to review the role and remit of Transport for Greater Manchester as a more direct comparison with Wales' own package of devolved powers.

We also suggest that TfW looks to examples of best practice for serving dispersed rural communities as well as urban development zones. The South Wales Metro and proposed Metro proposals in North-East Wales and Swansea Bay are exciting

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<sup>1</sup> <https://tfl.gov.uk/corporate/about-tfl/how-we-work/how-we-are-funded>

developments, but for the vast majority of towns and villages in Wales<sup>2</sup>, the primary mode of public transport is the bus, and bus services are under significant pressure across the UK.

In defining its future role and ambitions, TfW should ensure that the needs of rural communities are prioritised and well understood. This will mean smart investment in services that local communities rely on, and learning how to listen to those communities to deliver what they need. Community transport organisations are locally grown initiatives, working directly with and for some of the most vulnerable members of the community. This means that community transport operators have a unique insight into local needs and are best placed to devise solutions; we would recommend that TfW coordinate with community transport organisations to deliver transport suited to the needs of the community. We believe that the creation of Regional Transport Authorities may also bring the opportunity to bring a strategic focus on the different challenges faced by different areas of Wales and ensure that Wales' rural communities are properly served, but TfW have an important role in providing strategic direction.

**Recommendation:** The Committee may wish to explore examples of best practice in terms of serving rural communities from both in Wales and internationally.

## Future role and conclusions

The establishment of TfW as a not-for-profit company presents an opportunity for innovation in transport policy in Wales, and we welcome its current openness to partnership working and collaboration. We believe that the greatest benefit for Wales will be derived if TfW carves a distinctive niche for itself, operating where there are currently gaps in our knowledge and expertise as a nation, and not in replacing or duplicating other bodies.

Wales has specific challenges in terms of serving rural communities as well as urban centres, and for those reasons focusing too closely on copying the working practices and priorities of other transport bodies which have a specifically urban remit may not be wholly appropriate. Developing and testing rural delivery models for public transport and access to public services may be an area of expertise where TfW could

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<sup>2</sup> Wales has 869 Communities and 219 railway stations. Many larger communities have more than one station.

become an international leader in if it invests its resources in this key challenge now. That being said, the governance arrangements and delineation of tasks that have been developed by more mature transport authorities that also operate in a complex policy and delivery environment might be worth learning from.

Wales has different economic challenges, and therefore a different pattern of investment need, to many parts of England. We would therefore welcome TfW working to bring new funding into public transport services as well as capital infrastructure investment in the future. This is particularly necessary in what are very uncertain times in terms of future public funding, where the centralisation of services in combination with declining numbers of bus services could lead to unprecedented numbers of people becoming disconnected from vital services. We believe Community Transport has a vital role to play in ensuring that vulnerable people are not left behind.

Finally, we recognise that where there is market failure in delivering effective bus services, TfW may wish to become a commissioner of strategic bus services or to work with Regional Bodies to commission services directly. We would welcome this development with the proviso that Community Transport is included as an integral part of a healthy future transport market with social value considerations being made in commissioning, and that there is clear separation between the commissioning and management of services on the one hand and the operation of them on the other.

We thank the Committee for the opportunity to contribute to this important inquiry.

## Ymateb gan Sustrans, Cycling UK, Living Streets

1. Hoffem weld system drafnidiaeth sy'n mabwysiadu dull cyfannol i ymdrin â heriau tagfeydd ar ein ffyrdd, llygredd, salwch sy'n gysylltiedig ag anweithgaredd corfforol, anghydraddoldebau mynediad, perygl ar y ffyrdd a newid hinsawdd. Mae angen iddo gydnabod y rôl y gall cerdded a beicio chwarae wrth fynd i'r afael â'r heriau hyn, a'r gwerth sydd ynghlwm â buddsoddi ynddynt fel opsiynau diogel, hwylus a deniadol fel rhan o weledigaeth ehangach ar gyfer trafndiaeth a defnydd tir iach, cynaliadwy a hygyrch.
2. Credwn fod Trafnidiaeth Cymru (TrC) yn rhan annatod o wireddu'r weledigaeth hon.
3. Dylai TrC anelu at fod mor integredig â phosibl, gan gwmpasu darpariaeth a gweithrediad holl ddulliau trafndiaeth. Fel lleiafswm, dylai fod yn gyfrifol am (a) integreiddio cerdded a beicio â thrafnidiaeth gyhoeddus, (b) sicrhau bod safonau dylunio Llywodraeth Cymru ar gyfer seilwaith y Ddeddf Teithio Llesol (a'i diwygiad cyn bo hir), yn cael eu cynnal yn gyson yng nghynllunio a dylunio'r holl gynlluniau a mentrau seilwaith trafndiaeth perthnasol, a datblygiadau newydd.
4. I gyflawni'r cyntaf o'r rolau hyn, dylai sicrhau bod rhedeg masnachfreintiau rheilffordd Cymru a systemau metro de-ddwyrain a gogledd Cymru yn manteisio i'r eithaf ar gyfleoedd i deithio'n llesol, yn cynnwys pobl gydag anableddau, trwy sicrhau (a) mynediad da i gerddwyr a beicwyr i, o ac o fewn gorsafoedd a chyfnewidfeydd; (b) cyfleusterau parcio, llogi a storio beiciau mewn gorsafoedd a chyfnewidfeydd; (c) darpariaeth briodol a hyblyg ar gyfer cludo beiciau ar wasanaethau rheilffordd a thrafnidiaeth gyhoeddus arall, ynghyd â phrosesau dewisol, sy'n hawdd i'w defnyddio, ar gyfer cadw llefydd i feiciau ar drenau lle gellir cadw seddi hefyd; (ch) rhoi cyhoeddusrwydd i gyfleoedd i deithio trwy gyfuniad o feicio a thrafnidiaeth gyhoeddus; (d) ymgysylltu a monitro da gyda rhanddeiliaid, i sicrhau y caiff gwersi eu dysgu yn dilyn mesurau llwyddiannus a rhai llai llwyddiannus, a bod cyfleoedd i wella yn cael eu canfod. Dylai hefyd chwarae rhan mewn cydlynu darpariaeth llogi beiciau mewn gorsafoedd gyda chynlluniau llogi beiciau cyhoeddus a gaiff eu cynnal gan awdurdodau lleol, gan geisio cydlynu prosesau ticedi a thalu integredig.
5. Parthed cynnal safonau dylunio ar gyfer seilwaith teithio llesol, mae bwlch ar hyn o bryd rhwng polisi'r Llywodraeth a'r hyn a ddarperir ar lawr gwlad. Fel rhan o rôl arfaethedig TrC mewn cynnal arfer gorau a safonau dylunio, argymhellwn y dylai gymryd rôl ceidwaid Canllaw Dylunio Teithio Llesol Llywodraeth Cymru, gan sicrhau ei fod yn cael ei arfer yn gyson yng nghynlluniau a dyluniad holl gynlluniau priffyrdd a thraffig, datblygiadau

newydd, cynlluniau cynnal priffyrdd arfaethedig a phrosiectau seilwaith eraill, yn ogystal ag ar gyfer seilwaith ar gyfer cerdded a beicio.

6. Mae'r modd y bydd yn cyflawni'r rôl hon yn dibynnu i ryw raddau ar y rolau cynllunio trafndiaeth i'r dyfodol y mae Llywodraeth Cymru'n ei gynnig ar gyfer cynghorau lleol, awdurdodau trafndiaeth rhanbarthol a Llywodraeth Cymru ei hun. Os cynllunio a darpariaeth trafndiaeth yn fwy canoledig, dylai TrC gymryd rôl fwy uniongyrchol mewn cyflenwi seilwaith teithio llesol, yn cynnwys cynllunio mapiau llwybrau presennol (*existing route maps/ERMs*) a mapiau rhwydwaith integredig (*integrated network maps/INMs*) yn ôl gofynion y Ddeddf Teithio Llesol. Os bydd cynllunio trafndiaeth yn parhau i fod yn fwy datganoledig, dylai TrC weithredu'n rhannol fel corff ymgynghorol ar seilwaith teithio llesol – gan roi cyngor arbenigol i gynghorau/awdurdodau trafndiaeth rhanbarthol lle mae diffyg ar hyn o bryd – ac ar yr un pryd, dylai awdurdodi'r ERM's ac INMs y mae'r cyrff hynny yn eu cynnig. Byddai tynnu'r rôl hon oddi ar ysgwyddau Llywodraeth Cymru yn ei ryddhau i ganolbwyntio ar ddyrannu adnoddau a chydlynu polisi, e.e. integreiddio polisi teithio llesol gyda meysydd polisi eraill y tu allan i drafndiaeth (e.e. iechyd, amgylchedd, materion gwledig ac ati). Beth bynnag, dylai TrC sicrhau bod canllawiau'r Ddeddf Teithio Llesol yn cael eu harfer yn gyson yn yr holl brosiectau y mae Llywodraeth Cymru neu TrC yn gyfrifol yn uniongyrchol amdanynt, yn cynnwys cynlluniau sydd yn ymwneud â rhwydweithiau traffyrdd a phriffyrdd Cymru.
7. Os bydd cyfrifoldebau dros deithio llesol yn parhau i fod yn gymharol ddatganoledig, dylai TrC hefyd allu gweithredu fel canolwr pan fo rhanddeiliaid lleol yn cwyno am fethiant honedig cynghorau neu awdurdodau trafndiaeth rhanbarthol i gadw at safonau dylunio'r Ddeddf Teithio Llesol. Gallai wneud dyfarniadau nas gorfodir ar gyfiawnhad y cwynion hynny, mewn modd a fyddai'n caniatáu i gwynion camweinyddu neu heriau cyfreithiol gael eu gwneud pe bai'r awdurdod perthnasol yn esgeuluso ei ddyfarniadau heb gyfiawnhad dilys.
8. Yn ogystal â seilwaith, dylai TrC feddu ar fecanwaith i gefnogi rhaglenni Newid Ymddygiad a chyllid refeniw ar gyfer hyrwyddo teithio llesol a chyflawni gwell cydbwysedd yn y rhaniad moddol ar draws gyllido trafndiaeth yng Nghymru
9. Mae angen i Drafndiaeth Cymru arwain trwy esiampl fel mudiad, gan wreiddio rhaglen newid ymddygiad o fewn eu gweithle i gefnogi ac annog eu gweithwyr i deithio'n gynaliadwy.
10. Dylai TrC hefyd fod â chysylltiadau cadarn i'r broses gynllunio a dylai allu dylanwadu ar gynllunio defnydd tir a newid cymdeithasol i sicrhau bod rhaglenni datblygu ac adfywio yn cael eu hintegreiddio'n effeithiol i rwydweithiau trafndiaeth gyhoeddus a theithio llesol ac nad ydynt yn ffafrio siwrneiau car preifat yn ormodol neu'n cyfyngu opsiynau teithio, yn enwedig mewn ardaloedd trefol a maestrefol.

11. I'r diben hwn, dylai TrC fod yn rhan uniongyrchol o ddylanwadu ar benderfyniadau sy'n deillio o'r Fframwaith Datblygu Cenedlaethol a Strategaeth Drafnidiaeth Cymru.
12. Bydd cyflawni'r rolau uchod yn ymfyn adnoddau staff digonol i TrC ynghyd â gweithio mewn partneriaeth gydag ystod o sefydliadau, yn enwedig awdurdodau lleol ac unrhyw gonsortia trafnidiaeth rhanbarthol ledled Cymru i gyflawni rhaglen uchelgeisiol ac effeithiol ar gyfer seilwaith a gwasanaethau trafnidiaeth trwy Gymru benbaladr.
13. Dylai'r Gweinidog dros yr Economi a Thrafnidiaeth gynnal cyfrifoldeb cyffredinol dros osod polisi a strategaeth – yn cynnwys cydlynu gyda chydweithwyr gweinidogol sy'n gyfrifol am feysydd polisi cysylltiedig eraill (e.e. iechyd, cynllunio, amgylchedd, mynediad cefn gwlad a thwristiaeth) – a bod yn gadarn wrth ddal TrC yn atebol.
14. Er hynny, dylai TrC gynnal deialog cyson gyda'r swyddogion sy'n gyfrifol am y portffolios cysylltiedig hyn, i sicrhau bod eu gwaith yn alinio'n agos.
15. Nid yn unig y bydd angen i TrC alinio'n agos â Llywodraeth Cymru, ond dylai hefyd gynnal dialog parhaus gydag awdurdodau lleol, ac ymgynghori cyson â phartion eraill sydd â diddordeb.
16. Dylai TrC arddel dull ymgysylltu diffiniedig a strwythuredig gyda'r sector teithio llesol.
17. Hyd yma, rydym wedi teimlo pryderon dros dryloywder llywodraethu TrC, gyda'r rhan fwyaf o'r wybodaeth am rôl TrC i'r dyfodol yn dod i'r amlwg fesul tamaid mewn datganiadau Gweinidogol, yn hytrach na thrwy gyflwyno cynllun ffurfiol.
18. Wrth symud ymlaen, byddem yn argymhell fod TrC yn alinio ei strwythurau llywodraethu â Deddf Llesiant Cenedlaethau'r Dyfodol (Cymru) 2015, ac yn cyhoeddi'r holl erthyglau'n hygyrch ar y wefan. Fel corff sy'n cyflawni swyddogaeth gyhoeddus, dylai fod dan reolaeth deddfwriaeth fel y Ddeddf Cydraddoldeb a'r Ddeddf Rhyddid Gwybodaeth, ac i Egwyddorion llywodraethu da Nolan.
19. Er mwyn galluogi TrC i gwmpasu, yn y dyfodol, holl ddulliau teithio, byddem yn annog cynllun o weithredu strategol dros amser. Bydd angen i'r strategaeth hon fod yn weithredol gynted ag y bydd proses cydgynhyrchu iawn yn caniatáu.



## Evidence from Confederation of Passenger Transport Wales

### **1**

Cyddfederasiwn Cludwyr Teithwyr Cymru/The Confederation of Passenger Transport Wales (CPTCymru) is the professional trade association of the bus and coach 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. CPTCymru members provide over 70% of all public transport journeys made across Wales. The bus and coach industry as a whole employs some 5000 people throughout Wales, so, our members are often significant local employers, especially in the rural parts of Wales, and make major contributions to their local economies.

### **2**

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.

### **3**

We are pleased to be able to contribute this submission to the inquiry by the Economy, Infrastructure and Skills Committee of the National Assembly for Wales into the future development of Transport for Wales. We have no objection to this being placed within the public domain, and we would be very happy to appear at a sitting of the Committee and provide oral evidence.

### **4**

TfW was set up by the Welsh Government over three years ago, in 2015, but little was known about it, its aims or purpose or of its governance for its first years of existence. Its profile increased considerably, however, with the Wales & Borders Rail Franchise process and ultimate award, and, even moreso, since the highly



visible launch of the new franchise in October 2018, and then by the disruption to the rail network immediately after the launch.

## 5

TfW's public image has not had a particularly auspicious start, overshadowed by problems with the All Wales Rail Franchise at its launch in October 2018. Whilst the responsibility for some of these problems should not be laid at the door of TfW itself, the adverse publicity was, in part, brought on TfW itself, by its very high profile launch of the new franchise, poor management generally of public expectation before the franchise went live and attempts by TfW management to blame the previous franchise holder for the problems encountered after the handover in October 2018.

## 6

There is no public organizational chart of the structure of TfW, and very few staff are directly employed, most are consultants, with many having little knowledge of the bus industry, which is the area with which CPT Cymru is, of course, concerned.

## 7

With this background, TfW should learn from its experience before looking to extend its control over other modes of transport.

CPTCymru's responses to the Committee's specific questions are given below.

**Whether the current governance, structure and funding of Transport for Wales are effective and transparent.**

## 8

There is insufficient transparency in the relationship between the Welsh Government and Transport for Wales. This applies in all areas – policy making, responsibility for delivery and funding. Lines of control and accountability are

equally ill defined. The role of civil servants in the transport function and their relationship with TfW is unclear and it may be more appropriate if the former undertook purely administrative roles under the TfW regime.

## 9

What is the organisation structure? Somewhat incredibly, the TfW Board does not include anyone who has been involved in any form of transport. How, therefore, can they question and probe the TfW Executive effectively, as they have no in depth knowledge of a transport undertaking? The perception is that TfW is, in effect, just a rail delivery agent.

## 10

This lack of clarity is acutely compounded from a cursory glance through some of the minutes of the TfW Board. Attendees have sometimes included WG staff, sometimes as observers, sometimes for specific agenda items. This lack of clarity has served to muddle the perceptions, by transport providers/professionals, members of the public and indeed politicians themselves. The decision by the Welsh Government not to send observers to TfW Board meetings, as detailed in the 21 November 2018 minutes is a welcome step in this.

What action should be taken to develop these aspects of the organisation? And what other governance models and good practice are available?

## 11

This does, in effect, follow on from the response to the previous question. Clear divisions of responsibility need to be established. The Welsh Government could learn from the Scottish model which is clear in that Transport Scotland is responsible for implementation of all policy and funding decisions taken by the Scottish Government, in addition to development of its own initiatives to ensure successful implementation of these. Perhaps this is simply a function of its having been established longer and for the bodies to have established clear working protocols and a division of functions.

The future role of Transport for Wales in delivering transport policy. What additional responsibilities should it take on and how should these integrate with the role of the Welsh Government, local government and emerging regional transport authorities?

## **12**

There is a need for policy direction to be deployed to assist and guide local and regional authorities, to share best practice and to ensure consistent application of relevant standards. The paucity of suitably experienced and skilled staff at all levels is a serious concern and there is a need to recruit a directly employed senior team that can bring strong leadership and direction to transport policy for the country.

## **13**

Transport is inextricably linked with infrastructure and land use planning, and whilst responsibility for the latter area is likely to remain with the local or regional authority, the former could be undertaken at the national level to improve consistency, decision making and adoption of best practice. As for the latter, TfW should at least have an increasing contribution into land use planning policy, as this is where transport provision often begins.

## **14**

Integration of transport and highways functions at the national level would deliver much of this benefit, but guidance on development control will also need to be provided to the lower tier authorities. Strong policy guidance from TfW at a national and local level will be needed to ensure that transport is fully integrated with the health, education and social care functions in respect of planning and funding of services (in the widest sense of the word) and day to day decisions. Finally, administration of concessionary travel reimbursement at a national rather than local level would most likely lead to significant cost savings and ensure consistency across local boundaries.

Conclusion:

## **15**

TfW cannot be a policy maker and delivery agent, it is one or the other. If it is an agent of delivery then it should be able to contribute toward policy decisions, to influence objectively the policy makers. As shown above, this should include contributing to land planning and highways obligations and coordinating the LTP.

## **16**

In essence, WG need to decide what the purpose of TfW is if the LAs retain all of their current powers and, through bodies such as the City Regions, are stronger than TfW. We then have a blurred situation where accountability is difficult to pin down; in effect, who is doing what? This will serve only to add the lack of clarity and transparency, and lines of responsibility or understanding of the remit for TfW will remain unclear.

## **17**

In summary, CPTCymru are strongly of the view that whatever is decided, there needs to be clear and transparent activity that is within the public domain with full FOI Act implications, and with clear responsibility, accountability, powers, funding, objectives, leadership and governance.

## Ymateb gan Bus Users UK

### Cefndir

Trafnidiaeth Cymru (TC) yw'r cwmni sy'n gweithredu polisi trafndiaeth Llywodraeth Cymru. Fel y cyfryw, mae'n bwysig bod datblygiad TC yn y dyfodol yn wir gydnabod yr heriau a'r cyfleoedd ar gyfer trafndiaeth yng Nghymru.

Am hynny, mae Bus Users UK yn croesawu'r cyfle i ymateb i ymchwiliad y Pwyllgor Economi, Seilwaith a Sgiliau i ddatblygiad Trafnidiaeth Cymru yn y dyfodol.

### 1. Mae'r ymgynghoriad yn gofyn p'un ai fod llywodraethu, strwythur a chyllid cyfredol Trafnidiaeth Cymru yn effeithiol ac yn dryloyw

Sefydlwyd Trafnidiaeth Cymru fel y cwmni sy'n gweithredu polisi Trafnidiaeth Llywodraeth Cymru. Er bod gan TC y gallu i wneud penderfyniadau gweithredol annibynnol, Llywodraeth Cymru sy'n rheoli'r nodau cyffredinol a'r perfformiad ar y lefel strategol.

Rydym yn ystyried bod y llywodraethu, strwythur a'r cyllid yn rhesymol dryloyw, gan dderbyn y berthynas reoli rhwng Llywodraeth Cymru a TC. Fodd bynnag, byddem yn hoffi gweld mwy o dryloywder. Er mwyn cadarnhau a yw'r llywodraethu, strwythur a'r cyllid yn effeithiol, hoffem weld mwy o atebolrwydd a chraffu priodol ar weithredoedd a phenderfyniadau.

### 2. Mae'r ymgynghoriad yn gofyn pa gamau y dylid eu cymryd i ddatblygu'r agweddau hyn ar y sefydliad? Pa fodelau llywodraethu ac arfer da eraill sydd ar gael?

Y gymhariaeth amlwg yw â Transport for London (TfL).

Un o'r meysydd lle gall TC ddysgu gan TfL yw'r ffordd dryloyw y mae TfL yn cynnal ei gyfarfodydd bwrdd. Er bod TC yn cyhoeddi nodiadau ar ei gyfarfodydd bwrdd, nid yw'r cyfarfodydd hyn yn agored i aelodau o'r cyhoedd eu mynychu fel arsylwyr. Mae TfL yn cyhoeddi hysbysiad o ddyddiad, amser a lleoliad eu cyfarfodydd ar y

wefan hon ynghyd ag ym mhrif swyddfa TfL ac yn lleoliad y cyfarfod. Cynhelir y cyfarfodydd yn gyhoeddus oni bai fod angen trafod gwybodaeth sydd wedi'i heithrio rhag cael ei chyhoeddi. Cyhoeddir yr holl bapurau (oni bai eu bod wedi'u heithrio rhag cael eu cyhoeddi) bum diwrnod gwaith llawn cyn pob cyfarfod. Caiff cyfarfodydd bwrdd TfL eu recordio a'u gweddarlledu'n fyw hefyd. Hoffem weld TC yn mabwysiadu arferion tebyg er mwyn dod yn fwy tryloyw.

Mae TfL yn cyhoeddi ac yn hysbysebu adroddiad blynyddol, gan gyflwyno cyfrif gwrthrychol a hawdd ei ddarllen o weithgareddau, cyflawniadau, y sefyllfa ariannol a pherfformiad. Hoffem weld TC yn mabwysiadu'r dull hwn, ar y cyd â chyfres o sioeau teithiol sy'n amlygu llwyddiant i randdeiliaid allweddol. Byddai'r cyfryw ddigwyddiadau'n cynnwys cyflwyniad yn Uwchgynhadledd flynyddol Bysiau Cymru.

## Ffocws cyhoeddus

Mae'r diffyg ffocws cyhoeddus ymddangosiadol gan TC yn destun pryder arbennig. Er bod hyn wedi gwella'n ddiweddar wrth i TC fynychu digwyddiadau ac egluro beth maent yn ei wneud ac yn gobeithio'i gyflawni, ychydig o syniad sydd gan y rhan fwyaf o aelodau'r cyhoedd am beth yw TC a beth yw ei bwrpas. Mae Bus Users UK yn pryderu am fod diffyg cyfle i aelodau o'r cyhoedd ymgysylltu â TC. Yn ddiweddar penderfynodd y Gweinidog gau'r panel Cynghori Defnyddwyr Trafnidiaeth Gyhoeddus (y mae Bus Users UK yn aelod ohono). Y sail resymegol dros gau'r panel yw yr ystyriwyd y byddai'r pynciau a drafodir yn ffitio'n well o fewn pensaernïaeth gynghori TC. Er y gellid cyflwyno dadl dros hyn, rydym yn pryderu ynghylch y diffyg mewnbwn i'r broses gan ddefnyddwyr annibynnol. Mae'n rhaid mynd i'r afael â hyn fel mater o frys.

Gan ddychwelyd at y cymariaethau â TfL, mae hwn wedi cyflwyno trefniadau a luniwyd i annog unigolion a grwpiau o bob rhan o'r gymuned i ymgysylltu â, cyfrannu at, a chyfranogi yn ei waith. Byddem yn cymell TC i ddatblygu cynllun i wella'i opsiynau o ran ymgysylltu â'r cyhoedd a mewnbwn defnyddwyr.

3. Mae'r ymgynghoriad yn gofyn am fewnbwn ar rôl Trafnidiaeth Cymru yn y dyfodol wrth gyflawni polisi trafnidiaeth. Pa gyfrifoldebau ychwanegol ddylai ymgymryd â nhw a sut ddylai'r rhain ymgysgu â rôl Llywodraeth Cymru, Llywodraeth leol ac awdurdodau trafnidiaeth rhanbarthol datblygol?

Mae TC yn dechrau edrych ar wasanaethau bysiau. Rydym yn deall bod tair ffrwd waith wedi cael eu datblygu gyda'r nod o fwydo i mewn i'r cynllun busnes a gaiff ei gwblhau ym mis Mawrth 2019.

- Tocynnu a Swyddfa Gefn
- Teithio Ymatebol Integredig
- Rhwydwaith Bysiau Cenedlaethol

Rydym yn croesawu diddordeb datganedig TC mewn gwella gwasanaethau bysiau a'u gwneud yn fwy hygyrch i'r holl ddefnyddwyr bysiau. Dros y ddwy flynedd diwethaf, mae rhannau o Ogledd Cymru yn benodol wedi gweld newidiadau difrifol i'r rhwydwaith gwasanaethau bysiau oherwydd amrywiol ffactorau. Mae hyn wedi achosi caledi mawr i nifer o ddefnyddwyr bysiau, yn enwedig y rhai hynny sy'n byw mewn ardaloedd gwledig ac sydd wedi gweld amllderau'r gwasanaethau'n gostwng yn sylweddol neu'n diflannu'n llwyr. Mae gwasanaethau bysiau mewn ardaloedd gwledig yn rhaff achub i lawer. Mae'r bws yn chwarae rhan allweddol mewn galluogi pobl i chwarae rhan lawn mewn cymdeithas. Bydd cynnal rhwydweithiau bysiau gwledig yn her bwysig i TC. Mae Bus Users UK wedi bod yn gweithio ar y mater hwn ers tro ac mae'n falch o gynghori ar sut mae mynd i'r afael â'r problemau, fel a ganlyn.

### Rhwydweithiau Bysiau Gwledig

Mae grwpiau penodol o bobl yn dibynnu ar wasanaethau bysiau yn fwy nag eraill. Gellir nodweddu'r rhain fel:

- a) Pobl ifanc, cyn oed gyrru, gan amlaf yn ymwneud â theithiau i'r ysgol, man hyfforddi neu i swyddi penwythnos

- b) Oedolion ifanc, sy'n fwyfwy aml yn dewis peidio â dysgu sut i yrru neu beidio â bod yn berchen ar gar bellach
- c) Oedolion iau yn mynd allan mewn grwpiau ar gyfer gweithgareddau cymdeithasol neu hamdden
- ch) Oedolion neu deuluoedd heb ddigon o incwm gwario i fod yn berchen ar, a defnyddio car
- d) Oedolion sydd wedi colli eu trwydded yrru am un o'r 182 o resymau meddygol cyfredol a restrir gan y DVLA
- dd) Oedolion sydd â gwaharddiadau dros dro ar eu trwydded yrru
- e) Pobl hŷn â cheir sy'n dewis teithio ar y bws gan ddefnyddio'u pasys bws am ddim
- f) Pobl oedrannus iawn - i'r rhain, y bws yw'r unig ffordd i symud o gwmpas a chysylltu â phobl eraill.

Bydd y ddibyniaeth ar wasanaethau bysiau gan bob grŵp o bobl yn wahanol, yn yr un modd â rhwng cymunedau trefol a rhai gwledig ynysig. Ar sail y dadansoddiad uchod, mae'r safonau a'r lefelau o wasanaethau a ddarperir yn cael yr effaith mwyaf ar y bobl yng ngrwpiau a, ch ac f, tra bod y rhai yn b, c, d, dd ac e yn gweld llai o effaith, nid lleiaf oherwydd bod yr ystadegau'n awgrymu y bydd y rhan fwyaf o'r rhain yn gallu defnyddio neu'n gallu dewis defnyddio ceir preifat neu dacsis. Fodd bynnag, mae gwasanaethau bysiau o ansawdd da sy'n ddeniadol i'r rhain hefyd yn gwasanaethu'r grwpiau mwy agored i niwed yn well ar yr un pryd. Felly mae datblygu eu defnydd yn fuddiol i'r gymdeithas gyfan mewn ffordd na all targedu'r rhai mwy agored i niwed yn unig ei wneud.

Mae'r gwasanaethau a ddarperir i gymunedau ynysig yn fwyfwy bregus wrth i awdurdodau lleol gwtogi ar eu gwariant, yn enwedig dan y pennawd cyllideb hwn. Nid yw'n ofyniad statudol, ond tybir yn gyffredinol na fyddai'r deddfwyr gwreiddiol wedi rhagweld sefyllfa ble byddai awdurdod lleol yn ystyried angen cymdeithasol, yn deall effaith dinistriol peidio â darparu ar gyfer hwn, ac yn dewis peidio â gwneud felly beth bynnag. Gan fod y gofyniad cyfreithiol yn awgrymu bod Awdurdodau Lleol ond yn rhoi ystyriaeth i'r goblygiadau cymdeithasol wrth leihau neu ddileu gwasanaethau bysiau, mae mwy a mwy ohonynt yn dewis targedu eu hadnoddau mewn mannau eraill ac yn codi eu hysgwyddau ynghylch y problemau a ddaw yn sgil hyn, nes bod rhaid iddynt gynyddu'r gyllideb Gofal Cymdeithasol i Oedolion i ddelio â'r canlyniadau. Mae hon yn sefyllfa anghynladwy a gellid aralleirio'r gofyniad yn gyflym er mwyn gwneud hyn yn



ddyletswydd statudol. Mae hwn yn newid a fyddai'n cael ei groesawu gan lawer o Awdurdodau Lleol.

Yn fwyfwy aml bellach, mae'r model o ddarpariaeth gwasanaethau bysiau yn golygu bod cyflwyno gwasanaethau i gymunedau ynysig yn fwy bregus hefyd. Wrth i gyllid ostwng, mae pwysau'r costau rheoliadol, yn enwedig y rhai sy'n berthnasol i weithredwyr Trafnidiaeth Gymunedol, wedi cynyddu. Mae hyn yn achosi problemau digynsail i'r rhai hynny sy'n ceisio darparu unrhyw fath o wasanaeth trafndiaeth i gymunedau ynysig, yn enwedig rhai gwledig. O ganlyniad, mae posibilrwydd cynyddol o achosi unigedd cymdeithasol go iawn, ynghyd â'r canlyniadau iechyd a lles a ddaw yn ei sgil. Awgrymwn y byddai'n amserol i dreialu model newydd o ddarpariaeth mewn ardaloedd daearyddol detholedig, gan leihau'r rhwystrau rheoliadol mwy beichus am gyfnod i annog darparwyr newydd yn yr ardaloedd dewisol. Er y gallai hyn ymddangos yn radical, mae'r model budd cymunedol neu gydweithredol wedi bod yn llwyddiannus mewn nifer o enghreifftiau yn y fasnach dafarndai a gweithrediadau siopau/swyddfeydd post cymunedol.

Gallai defnyddio model dielw fel menter gymdeithasol, cwmni cydweithredol cymunedol neu Gwmni Buddiannau Cymunedol ddatblygu dull newydd o ddarpariaeth trafndiaeth sy'n seiliedig yn y gymuned. Byddai hyn yn cynnig opsiwn newydd sy'n mynd i'r afael â phryderon diogelwch a medrusrwydd gyrru gweithredwyr prif ffrwd, ac ar yr un pryd byddai'n lleihau'r posibilrwydd o ddod yn gystadleuydd uniongyrchol i weithredwr masnachol – mae hwn yn faes pryder a fynegir yn aml.

Gallai TC hefyd fodelu'r effeithiau cymdeithasol ac economaidd mewn ardal lle mae'r holl wasanaethau bysiau wedi'u tynnu'n ôl, gofyn am ac archwilio unrhyw fodel(au) newydd awgrymedig sy'n gweithredu, a chyhoeddi a defnyddio hyn i lywio'i strategaeth fysiau. Rydym hefyd yn credu y byddai'n fuddiol i gymunedau pe byddai TC yn gallu gwneud darpariaeth arbennig at gyfer awdurdodau lleol fel y gallent gymryd rheolaeth dros dro ar y gwasanaethau a ddarperir mewn ardal lle mae gweithredwyr masnachol wedi tynnu'n ôl yn llwyr. Byddai'r awdurdodau rheoliadol yn gyfrifol am sicrhau bod digon o ddisgiau ar gael, mewn dull amserol, i gynllunio a chyflwyno gwasanaethau yn eu lle. Byddai hyn yn tawelu meddwl preswylwyr cymunedau sy'n ofni y bydd pob opsiwn trafndiaeth yn diflannu pan fod prif weithredwr yn cyhoeddi ei fod yn cwtogi'n sylweddol ar ei wasanaethau.

## Cynrychiolaeth Teithwyr

Bus Users UK yw'r corff cynrychiadol annibynnol ar gyfer defnyddwyr bysiau yng Nghymru.

Mae Bus Users UK yn uchel ei barch am ei waith yng Nghymru. Mae'n hanfodol bod llais annibynnol yn parhau i gynrychioli'r teithiwr, a Bus Users UK yw'r dewis amlwg yn hyn o beth.

Rydym yn gyfarwydd iawn â'r sector bysiau yng Nghymru.

Trwy ein rhaglen ddigwyddiadau, Mae Eich Bws o Bwys, rydym yn deall beth yw barn a disgwyliadau teithwyr yng Nghymru o ran eu gwasanaethau bysiau.

Mae ein Swyddogion Cydymffurfio Bysiau'n chwarae rhan hanfodol yn y broses o fonitro gwasanaethau a gwella safonau'r gwasanaethau a ddarperir yng Nghymru.

Rydym yn deall beth yw'r amrywiol rwystrau i bobl wrth iddynt ddefnyddio gwasanaethau bysiau a beth ellir ei wneud i oresgyn y rhain.

## Ynghylch Bus Users UK

Rydym yn Gorff Datrys Anghydfodau Amgen (ADR) cymeradwy ar gyfer teithwyr bysiau a choetsis, a ninnau yw'r corff sy'n delio â chwynion dan y Rheoliadau Hawliau Teithwyr Ewropeaidd (Y tu allan i Lundain). Bydd yr hawliau hyn yn parhau y tu hwnt i Brexit.

Rydym wedi cydweithio'n agos â'r Adran Drafnidiaeth i gynghori ar hawliau teithwyr, yr agweddau ymglymiad teithwyr yn Neddf Gwasanaethau Bysiau 2017, manylion y Rheoliad Gwybodaeth Hygyrch a'r holl faterion eraill lle mae angen mewnbwn ar ran teithwyr.

Rydym wedi cydweithio'n agos â Llywodraeth Cymru ers blynnyddoedd lawer i gynghori ar bolisi trafnidiaeth, arfer cyfredol a syniadau newydd. Rydym hefyd yn delio â chwynion teithwyr bysiau yng Nghymru, yn uniongyrchol gan y teithiwr neu drwy eu Haelodau Cynulliad, ac rydym yn cydweithio â chymunedau i geisio rhoi'r ddadl dros ddarpariaeth gwasanaethau a chymhorthdal parhaus. Rydym hefyd yn cynnal digwyddiadau rheolaidd mewn lleoliadau gwledig a threfol ledled Cymru lle gall preswylwyr fynegi eu hanghenion i'w darparwyr trafnidiaeth a'u gwneuthurwyr polisi lleol a'u goleuo ynghylch effaith trafnidiaeth wael ar bobl sydd mewn perygl o allgáu cymdeithasol. Rydym yn cyflogi 3 swyddog

cydymffurfio bysiau sy'n cynnal gwaith monitro min ffordd, yn aml o ganlyniad i gwynion a dderbyniwyd. Maent hefyd yn cyflwyno tystiolaeth pan fod canlyniadau'r monitro'n arwain i Ymchwiliad Cyhoeddus dan arweiniad y Comisiynydd Traffig.

## Evidence from Transport Focus

### **1 Introduction**

- 1.1 Transport Focus is the independent consumer watchdog promoting the interests of rail passengers throughout Great Britain; bus, coach and tram passengers across England, outside London; and users of the Strategic Road Network in England. We have a Board Member for Wales appointed by the Minister for Economy and Transport.
- 1.2 We welcome the opportunity to provide evidence from our passenger research, to aid the Committee's scrutiny.

### **2 Transport for Wales: whether the current governance, structure and funding are effective and transparent**

- 2.1 Passengers want a sense that there is 'someone' in charge when it comes to the delivery of services<sup>1</sup>. They want someone to take overall responsibility and for this person/body to be accountable for decisions made and the quality of service provided.
- 2.2 One of the keys to accountability is transparency. Giving rail passengers access to information that matters to them will help them to hold the train company to account and to ask what is being done to improve services in return for the fares they pay. Joint research with the Office of Rail and Road showed that passengers particularly want punctuality data that is relevant to their journey rather than a companywide average<sup>2</sup>. Even when they admit that they will be unlikely to read it themselves they see the value in it being available as it helps keep the operator on its toes. Indeed the availability of accurate data may actually help the railway – a particularly bad journey can linger in the memory and distort passengers' perceptions. Accurate, relevant data can help challenge these negative perceptions.

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<sup>1</sup> Putting passengers at the heart of rail services. Transport Focus. 2004

<sup>2</sup> [Putting rail information in the public domain](#). Transport Focus and ORR. 2011

- 2.3 An element of transparency is not enough on its own. Passengers also want a sense that their voice matters and that the person//body in charge is actually listening to them. Passengers should not be the passive recipients of major decisions made on their behalf behind closed doors.
- 2.4 Our 'Passenger Power' report<sup>3</sup> in 2013 argued for a much-increased voice for passengers in rail service contract replacements. We called for passengers:
- to be consulted on what services were to be specified
  - to be given a clear statement setting out contract commitments and any targets and then regular progress reports to provide greater accountability and transparency; and for
  - their voice to count through the life of that contract.
- 2.5 The yardstick for passengers will be the extent to which the specification and service address current issues and offer what they want for the future. Understanding this was a fundamental element of the procurement process. The consultation and engagement during the process was welcomed, however views differ on how inclusive this was of passenger groups across Wales and the Borders.
- 2.6 Whilst the branding of Transport for Wales is appearing across the network and there is awareness of a change in operator, what is not clear to passengers is what this should mean in terms of values. Their key measure and priority is the day to day reliability of services, which are crucial for getting to work, medical appointments, education and the daily journeys they want to make. Expectations for the new service have been built up, particularly in the media. In our research on the future of the Wales and Borders rail service<sup>4</sup>, passengers highlighted overcrowding, short-forming and service failures. Having had their expectations and trust battered by persistent delays on parts of the previous Arriva Trains Wales

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<sup>3</sup> [Giving Passengers a Voice in Rail Services](#). Transport Focus 2013

<sup>4</sup> [The future of the Wales and Borders rail service: what passengers want](#). Transport Focus. 2017

network, they are severely disappointed at not seeing any improvement.

- 2.7 In addition, there has been negative feedback from passengers in the Borders, feeling excluded by apparent branding and promotion of transport *for Wales*.

### **3 What actions should be taken to develop these aspects of the organisation? And what other governance models and good practice are available?**

- 3.1 Our work to explore passengers' relationship with the rail industry<sup>5</sup> found that to improve trust, train companies not only need to get the basic service right day-to-day, they need to put effort into building long-term relationships with their passengers. For Wales and the Borders, it is important to get the basic service right ahead of everything else. Then, building on closer relationships with their passengers. One way is through high quality communication. Passengers should feel that train companies are 'on their side'.
- 3.2 Communication and engagement need to continue – with considerable scope to widen it beyond the procurement process. Our input to the 'Bowe' report<sup>6</sup> set out the need to engage more with passengers when it came to major enhancement programmes. The report acknowledged that there was engagement – passenger views and user priorities were sought and considered at the start of the High Level Output Specification (HLOS) process; and via the various 'route studies' carried out by Network Rail. Bowe also noted the Office of Rail and Road's (ORR) public consultation as part of the Control Period process.
- 3.3 However, the report found: "...there is less evidence that passenger and user views are fed into the planning of how enhancements should be delivered, as distinct from what those enhancements

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<sup>5</sup> [Passengers' relationship with the rail industry](#). Transport Focus. 2014

<sup>6</sup> Dame Colette Bowe's [review](#) of the planning of Network Rail's enhancements programme for Control Period 5, from 2014 to 2019. 2015

should be. In most cases, the delivery of enhancements involves disruption to existing services, either via short term possessions of the network, longer term closures and diversions or, as at London Bridge during the Thameslink works, extensive modifications to service patterns.

- 3.4 “The failure to engage effectively with users in this planning of delivery has had two impacts. First, it can be seen as contributing to cost escalation, via inefficient planning of possessions and the associated performance payments required to operators through their track access agreements with Network Rail. And second, it may contribute to passenger dissatisfaction on the occasions when things do go wrong.”
- 3.5 The Shaw<sup>7</sup> report into the future shape and financing of Network Rail reached similar conclusions – it also acknowledged the need to give ‘users’ a say in the planning process. She envisaged a process where stakeholder panels would feed into the planning decisions made within each network rail route.
- 3.6 The report suggests that the route board and stakeholder panel: “...should work together to oversee all enhancements planning at route level and make recommendations for both desirable outcomes and specific projects, drawing on the strategic priorities set out in the government’s long-term vision for rail. The stakeholder panel and the alignment between enhancement strategies and the wider route-based action plans provides stakeholders with a way of holding the route board to account for planning and delivery, and would also be able to make suggestions to the route board on a variety of issues, including whether to accept or reject third party funded proposals, how best to monitor progress on pre-existing enhancements projects, and when and how to carry out ex-post reviews of completed enhancements projects.”
- 3.7 We believe that such engagement is not just a ‘nice to have’. Our research constantly demonstrates the value of involving passengers and the benefits that accrue to the industry. For example, research

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<sup>7</sup> Nicola Shaw’s [report](#) into the future shape and financing of Network Rail. 2016

on engineering work at Reading/Bath<sup>8</sup> and at Waterloo<sup>9</sup> shows that giving passengers timely, accurate information can improve satisfaction levels with the way that the disruption was managed and leads to greater acceptance of the alternatives such as bus replacement services. Another good example surrounds the design of new rolling stock. We have been working with Merseytravel in gathering the views of passengers on the design of their new rolling stock<sup>10</sup>. The end result will be a train that better meets the needs of those who will use it.

- 3.8 At both a strategic and a delivery level, greater accountability requires high-level, dedicated consumer representation and genuine passenger involvement in relevant issues.
- 3.9 Good practice is being built in a number of locations. The West Midlands Bus Alliance (chaired by Transport Focus) was the first of its kind in Great Britain. It brings together bus operators, local councils, and other partners to focus on improving passenger journeys. Investment and concentration on service delivery over three years are driving improvements. The Bus Passenger Survey<sup>11</sup> is showing more passengers are satisfied with their journey and feel it was good value for money.
- 3.10 Partnerships are also in place in Liverpool City Region and West Yorkshire, as well as West of England and Cambridgeshire and Peterborough.

#### **4 The future role of Transport for Wales in delivering transport policy. What additional responsibilities should it take on and how should these integrate with the role of the Welsh Government, local government and emerging regional transport authorities?**

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<sup>8</sup> [Planned rail engineering work – the passenger perspective](#). Transport Focus. 2015

<sup>9</sup> [Railway engineering work: Putting passengers at the heart of the London Waterloo upgrade](#). Transport Focus. 2018

<sup>10</sup> [Future Merseyrail rolling stock – what passengers want](#). Transport Focus. 2014

<sup>11</sup> [Bus Passenger Survey](#). Transport Focus. 2018



- 4.1 In our focus group research<sup>12</sup>, Arriva Trains Wales passengers commented on ‘gaps’ in the network, especially between North Wales, Mid-Wales and South. People also find there to be little coordination between rail and other modes of transport. In addition, there is little sense of an urban or regional ‘plan’.
- 4.2 The National Rail Passenger Survey<sup>13</sup> shows that satisfaction with connections with other transport modes across Arriva Trains Wales passengers at only 64 per cent. Looking at this regionally, satisfaction with South Wales and Borders/West Wales is 61 per cent and in Cardiff and the Valleys, is 54 per cent. This highlights a considerable need for planning, co-ordination and investment, together with integrated ticketing across Wales and the Borders.
- 4.3 One of the barriers to encouraging more journeys is the ability to reach destinations by bus. This is reflected in our research into bus passengers’ priorities for improvement<sup>14</sup>; where buses going to a wider range of destinations ranks sixth overall and fifth in rural areas. It is therefore vital to incentivise development of service networks, across a range of provision with properly planned connections and good standards of information, to give passengers the ability and confidence to make joined-up journeys, including across modes. Bus passengers’ top priority is better value for money, which is also key for rail passengers in Wales. This common interest should mandate working in partnership and consultation with bus operators, to deliver a well-supported door-to-door journey experience across modes, which will be a positive factor towards improving this priority and encouraging travel by public transport.
- 4.4 The closer that national strategy is aligned with passenger priorities the better the potential service for passengers. In an era of cost consciousness and efficiency it will be essential that scarce resources are focussed on the things that deliver the biggest

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<sup>12</sup> [The future of the Wales and Borders rail service: what passengers want](#). Transport Focus. 2017

<sup>13</sup> [National Rail Passenger Survey](#). Arriva Trains Wales, Spring 2018. Transport Focus. 2018

<sup>14</sup> [Bus passengers have their say: Trust, what to improve and using buses more](#). Transport Focus. 2016

passenger 'dividend'. Quality provision should also heed service levels and the impact of service reductions on passengers' quality of life. Passengers need to be assured of the security of funding; firstly to retain services, then to improve them. Also to support connectivity and passenger trust in the ability to make journeys and return again – with services available during evenings and weekends.

- 4.5 A key part of boosting regional prosperity is through making improvements to transport so that people will consider travelling further for employment and other reasons. Our research shows that addressing issues around fares and tickets is an important part of this, particularly where they make travelling easier to understand and use, and more convenient. These must, though, sit alongside improvements to infrastructure and timetabling.
- 4.6 Our recent work with Transport for the North (TfN) on smart ticketing<sup>15</sup> provides some useful understanding. When we asked passengers what stops them from using public transport more, ticketing itself is not a key barrier. As we see in other research, cheaper fares, reduced journey time and more frequent and reliable services are all bigger priorities to passengers and would encourage further use of public transport.
- 4.7 Our research suggests that passengers want their operator to be accountable, with published data to 'keep the industry honest'. The National Rail Passenger Survey plays an important role in formal and independent measurement of rail service delivery and is now providing the means for writing this accountability into new franchise specifications as well as providing a means of benchmarking services across different regions. We believe that in a similar way, a consistent and benchmarked approach, such as delivered by the Bus Passenger Survey, focuses industry attention on key areas for improvement, alongside intelligence on drivers of satisfaction. Wales was included in the Bus Passenger Survey<sup>16</sup> in 2017. Repeating this would also provide a robust basis for securing

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<sup>15</sup> [Smart ticketing in the north: what do passengers think?](#) Transport Focus. 2016

<sup>16</sup> [Bus Passenger Survey](#). Transport Focus 2018

continued improvements and the published accountability that passengers seek.

- 4.8 Although the Bus Passenger Survey gives feedback from passengers' journeys, there is also a need to understand the views of those who don't use buses, have recently stopped, or don't have a service they can use. This would provide understanding of their decisions, perceived barriers and potential for policy actions to attract and encourage more people to use public transport.
- 4.9 Providing independent understanding of passengers' attitudes and behaviours, together with commissioning of research to bridge gaps in that understanding has been fulfilled by the Public Transport Users' Advisory Panel. However with the winding-up of that body, it is not clear where the role now lies.
- 4.10 There is a need for clear passenger representation across modes in Wales, to give them a stronger and co-ordinated voice. We would recommend early implementation, to allow more benefit for transport users to be derived from Welsh Government, transport industry and Department for Transport investment. This will allow a much more joined-up approach to transport issues for users and will allow more and better-quality advice, information and insight to be provided to the Welsh Government and others.

## Evidence from Royal Town Planning Institute Wales

The Royal Town Planning Institute (RTPI) is the largest professional institute for planners in Europe, representing some 25,000 spatial planners. RTPI Cymru represents the RTPI in Wales, with 1,100 members. The Institute seeks to advance the science and art of spatial planning for the benefit of the public. As well as promoting spatial planning, the RTPI develops and shapes policy affecting the built environment, works to raise professional standards and supports members through continuous education, training and development.

The response has been formed drawing on the expertise of the RTPI Cymru Policy and Research Forum which includes a cross section of planning practitioners from the private and public sectors and academia from across Wales.

We welcome the opportunity to provide a submission in response to the above inquiry. Our response focuses on the vital links between transport planning, investment and the land use planning system. Strong and effective links are needed in order to meet the requirements set out in the Well-being of Future Generations Act 2015 and more specifically to address the requirement for 'integration' and 'collaboration' set out in the Act's Ways of Working, in order to provide for the long term and prevent problems occurring. Transport for Wales, along with other stakeholders have a fundamental role in bridging the disconnect, improving joint working, encouraging better integration of land use and transport and supporting longer term planning.

The RTPI [Planning Horizon's: Thinking Spatially](#) paper states: "a disconnect between land use planning and transport planning has in many cases created sprawling cities where car use is high and long distances make public transport systems unviable. ... Transport planning then becomes focused on providing more road space for motorised vehicles. However, this can create more traffic and more congestion, with a negative consequence for the economy as well as society." There are many reasons such as climate change, pollution, health etc. for stakeholders to work to reverse these trends.

RTPI Cymru believes there needs to be a greater integration of transport proposals with wider policy areas. The National Development Framework (NDF), Strategic Development Plans (SDPs) and Local Development Plans (LDPs) would be an effective way of setting proposals in an integrated context. The statutory status of LDPs and SDPs would also bring significant benefits in terms of the delivery of individual projects within an agreed development framework, thereby helping to mitigate delivery risks.

It is important that within the staff structure of Transport for Wales there should be expertise in the working of the planning system and up to date policy context of planning i.e. Welsh Government policy, regional strategies, local authority policy and development trends in Wales; and also an awareness of relevant policy and planning considerations in adjoining areas of England. Strategic planning is an important and proven tool under the Planning (Wales) Act 2015 and needs to be understood and engaged with by Transport for Wales. It enables an approach which can cover a wide range of areas of public policy and effective cooperation for planning across boundaries. This expertise should have an important role in informing Transport for Wales on the operation of services and infrastructure investment.

Positive planning proposals on a strategic and local level can only contribute fully to policy aims for the economy, for the provision of housing and other developments and wider social and environmental benefits if transport provision is available in a timely manner. Transport for Wales will have an important role to play in this. All sectors and stakeholders involved must recognise the importance that the early provision of public transport to serve new developments, together with longer term support mechanisms is helpful to establish sustainable travel patterns. Delaying such provision until developments are at an advanced stage is more likely to result in car based travel patterns. We believe that there are great benefits from having long term planning, funding of services and infrastructure planning. Transport for Wales should seek to agree such long term arrangements with the Welsh Government and other key players.

Local Transport Plans (LTPs) are a useful mechanism to achieve co-ordination with the development of local land use development. Any guidance in relation to transport or transport services must recognise the important links to land use. The implications for existing and planned land use development must be considered.

Transport for Wales must develop good contacts with the Welsh Government on all relevant matters including finance and budget, transport funding allocations, transport policy and strategic planning. The additional transport and planning powers given to the Welsh Government by the Wales Act 2017 is welcomed.

The Traffic Commissioner is an important external body with an impact on the work of Transport for Wales, and on the transport/planning interface. In the second annual report of the Traffic Commissioner for Wales published in January this year and discussed at a recent Assembly Committee, it was noted that a new office for Wales would open shortly but with very limited staff (three). The need for line management to be available at the office rather than outside Wales and the availability of staff for matters such as taxis and bus licensing and regulation to be handled fully in Wales was discussed. As quality and locally responsive bus and

taxi provision to reduce private car use is now a strong theme in land use planning RTPI Cymru supports the provision of those additional office resources for the Traffic Commissioner for Wales.

Engagement with the National Infrastructure Commission for Wales and the UK National Infrastructure Commission will also be important for the organisation. Also good contacts with the four regional city deal type organisations and local authorities.

The RTPI has a policy and research programme, and the publication ["Capturing the Wider Benefits of Transport Infrastructure"](#) is pertinent to some of the issues highlighted in our response.

## Evidence from Federation of Small Businesses Wales

### About FSB Wales

FSB Wales is the authoritative voice of businesses in Wales, with around 10,000 members. It campaigns for a better social, political and economic environment in which to work and do business. With a strong grassroots structure, a Wales Policy Unit and dedicated Welsh staff to deal with Welsh institutions, media and politicians, FSB Wales makes its members' voices heard at the heart of the decision-making process.

### Introduction

The quality of transport and transport infrastructure investment has a huge impact on small and medium-sized enterprises.

Much of economic policy in Wales (as elsewhere) centres on a small number of very large firms, however we often forget around 99 per cent of businesses aren't in this category despite employing 676,800 people in Wales and generating around three times Welsh Government's annual budget in turnover (£47.4bn).<sup>1</sup>

Decision-making processes and the governance of institutions charged with infrastructure projects is vital to success in this area. As the OECD puts it:

'High quality public infrastructure supports growth, improves well-being and generates jobs. Yet, infrastructure investment is complex, and getting from conception to construction and operation is a long road fraught with obstacles and pitfalls. Poor governance is a major reason why infrastructure projects often fail to meet their timeframe, budget, and service delivery objectives'<sup>2</sup>

As such, we view the governance of Transport for Wales (TfW) as vital to the interests of the SME sector.<sup>2</sup>

In terms of our members' short-term needs, the last time we surveyed businesses on physical infrastructure, over 80 per cent said their car or van was 'crucial' to their business, with around 70 per cent saying their number one infrastructure priority was to invest in roads. In comparison, public transport was only seen as

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<sup>1</sup> Information available from: <https://gov.wales/docs/statistics/2017/171221-size-analysis-welsh-business-2017-en.pdf> <sup>2</sup> OECD, *Getting Infrastructure Right* (OECD: 2017)

<sup>2</sup> FSB Wales has commissioned a report to develop an evidence base on transport, see Prof Stuart Cole 'Moving Wales Forward' (FSB: May 2016).

crucial for around 10 per cent of businesses showing how utterly dominant private forms of transport are to the Welsh economy.

However, such a conversation has a ‘chicken and egg’ side to it, with (for example) bus routes having been declining and access to town centres by public transport in retreat, making for a lack of a viable alternative to the private car. The infrastructure governance needs a view of infrastructure in the round including public and private transport, as well as in a wider sense an integrated approach looking at the physical, digital and social infrastructure in Wales.<sup>3</sup>

## General Principles

In order to analyse the quality of TfW’s current structures, and how it should develop, it is useful to look at first principles in terms of bodies charged with coordinating and providing for better more integrated infrastructure development.

There are challenges and general policy failures based around governance internationally. As such, a new body such as TfW should be viewed as an attempt to rationalise governance and decision-making, which the literature<sup>4</sup> indicates is an issue both within the UK and internationally. Some of these are:

- Lack of forward-thinking strategy
- Failure to secure consensus, creating high political risk
- Weak evidence base
- Community opposition and lack of effective engagement

Firstly, any infrastructure body (such as the National Infrastructure Commission for Wales [NICW], or Transport for Wales) must think long-term and join the conversation up with the Economic Action Plan. Such a body should use the Wellbeing of Future Generations Act and share the evidence upon which decisions are made. Secondly, it needs to work out how we can spend more money on infrastructure and ensure greatest economic return. Chronic underinvestment is a problem that has plagued Wales’ economy and we need to be bullish in making the case for investment where the powers aren’t devolved.

Thirdly, it should ensure everybody is included in the conversation and that Wales’ infrastructure priorities can move forward on the basis of buy-in from across the political spectrum. Recent experience with the M4 Relief Road shows how a lack of buy-in to projects leads to poorly considered actions and eventually no action at all.

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<sup>3</sup> FSB Wales will be researching and publishing a new report on infrastructure in Wales in 2019.

<sup>4</sup> *Getting Infrastructure Right* (OECD: 2017); M Coelho, V Ratnoo, S Dellepiane, *The Political Economy of Infrastructure in the UK* (Institute for Government: 2014)



The means to address the common problems around infrastructure (which Transport for Wales is a move towards and carries real potential) can be an arm's length organisation to facilitate the following:

- Integrate the consultation process.
- Gather an independent evidence base, generating, analysing and disclosing open data.
- Provide coordination across government.
- Clear regulatory frameworks.
- Provide a fulcrum for strategy and framework for stronger public and sectoral engagement and buy-in across sectors and policy areas.
- Guard affordability and value for money.
- Ensure insofar as possible the infrastructure assets perform in the long term, are resilient and future proofed.<sup>5</sup>

So, an understanding of the effectiveness of the current governance structure, and the options for the future, needs to take into account to what extent they address the above needs within the specific Welsh context, both in terms of rhetorically (in their mission statements etc.) and in terms of structures to promote deliverability across them. Given that the organisation is still relatively new, any conclusions and suggestions outlined here are necessarily contingent and provisional. However, given the potentially huge impact of the governance of TfW, we would suggest that they need to be pursued and scrutinised further by the Committee.

## Transport for Wales – Government documents and Rationale

- *Whether the current governance, structure and funding of Transport for Wales are effective and transparent.*
- *What action should be taken to develop these aspects of the organisation?*

When taking into account the above general principles underpinning governance and infrastructure, it is worth remembering how this applies to the Welsh context with its role as owned by the Welsh Government as a sub-state actor.<sup>7</sup> The jagged edges of devolution are particularly so for infrastructure, with powers shared and often unclearly delineated between the Westminster Government and the Welsh Government.

As such, the role of Transport for Wales as giving an arm's-length coordinating role for a key element of infrastructure (transport) is a rational position. TfW as a body

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<sup>5</sup> Adapted from OECD's 10 key Governance challenges for infrastructure, *Getting Infrastructure Right* (OECD: 2017) <sup>7</sup> It should be noted that this should not be seen as an impediment in itself – with almost 60% of total public investment undertaken by sub-national governments *Integrity Framework for Public Investment* (OECD 2016)

can deal with a set of devolved powers and coordinate policy and the evidence base centrally. Similarly, in dealing with external partners and stakeholders (including cross-border), it is useful to have a single identifiable body. As TfW itself notes 'the model is also familiar to the commercial organisations with which TfW will need to work closely'.<sup>6</sup>

The structure has the merit of both coordinating a substantial policy area with holistic impact, and a recognisable central corporate identity within which to do operate. In terms of stated ambition and rhetorical guarantees of good governance, the Welsh Government Transport Company Management Agreement, TfW's two year business plan (1 April 2018 – 31 March 2020) and the Welsh Government's remit letters provide:

- Its role in relation to Welsh Government
- the framework for its operations
- Its governance structure
- Its objectives within the themes outlined

FSB Wales welcomes in particular the explicit commitment to improved engagement, including

- 'involving communities and business to deliver safe, reliable, affordable and lowcarbon transport'<sup>7</sup>
- 'Work with SMEs and larger organisations in an alliancing approach to maximise direct value for money through efficient and effective delivery, as well as wider sustainable economic benefits'<sup>8</sup>
- 'lead role in development and apprenticeships'<sup>9</sup>

We also welcome the commitment to the TfW's role to 'establish an evidence-based approach to support decision-making associated with infrastructure investment' and in 'ensuring [TfW] serve all of Wales effectively...maximise our understanding of local and regional needs across Wales for the benefit of current and future transport users'.<sup>10</sup> We note that these aims map well across the principles for infrastructure governance noted above.

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<sup>6</sup> Transport for Wales, *Summary two-year business plan* (June 2018), p 9

<sup>7</sup> Ibid, p 4

<sup>8</sup> Ibid p 13

<sup>9</sup> Ibid

<sup>10</sup> Ibid, p 4,5

## Transport for Wales – Rationale in Practice

However, we would note that within these documents these remain largely rhetorical commitments. This is largely understandable, as TfW remains a relatively new and evolving structure, and that it has also had to – and will continue to – deliver on substantial operational work while developing as an organisation.

There has needed to be a balance between fleetness-of-foot and its wider commitments. We would hope that it has followed these strategic objectives in its ways of working on work already done, but this is difficult to measure from outside.

It is often the case that there is a rhetorical commitment to participation, and anecdotally we have heard that TfW have engaged well with sectoral interests and been open to critique and engagement. However, there is always the risk that without a structured consultation process that is integrated into the TfW ways of working, this may fall by the wayside as other commitments take priority.

While it is important that TfW remains fleet-of-foot and is not overburdened by disproportionate levels of commitment, it should be noted that the commitment to a strong evidence base, of identifying local and regional needs, and of aggregating different interests will be degraded without a clear integrated consultation process. This way of working should be open to scrutiny and follow best practice. **We would recommend:**

- ***That TfW develop (or publish) an Open Government and Consultation strategy, taking into account how proportionate consultation should be, dealing with issues of confidentiality and commercial sensitivity, and a strategy for identifying SME stakeholders.***
- ***Formal mechanisms and forums for monitoring infrastructure investments and delivery.***

## Delineation of Roles

In its strategic aims, TfW has clarity about the delineation of its role(s) in terms of operations and advice as distinct from the Welsh Government:

*"Transport for Wales is a not-for-profit company, wholly owned by the Welsh Government. Across Wales and its borders, we collaborate with other transport providers, partners and stakeholders to deliver a safe, accessible, reliable, affordable and low carbon integrated transport system."*

*"Transport for Wales does not set policy, nor do we exercise any statutory functions ourselves. However, we are the Welsh Government's expert adviser and advocate for transport-related matters. We provide technical advice to allow the Welsh Government to develop policy. Everything we do is discharged within the Welsh Government's policy framework."*<sup>11</sup>

This is a practical delineation between strategy and operations, with a division of responsibilities that will allow for an independent advisory role, including the gathering and production of a strong evidence base to foster consensus, while also aligning with wider strategy and legislation as set by Welsh Government, such as the Future Generations agenda.

However, to ensure this independence and the strengths of an arm's length organisation it is important that strong formal structures and separation follow from this mission statement.

The role of TfW in relation to Welsh Government has been questioned previously. During the EIS Committee inquiry of 2017, Railfuture Cymru highlighted the risk that Transport for Wales will have

"Indistinct links with government, local authorities and local communities as it has no clear democratic accountability."<sup>12</sup>

The Committee report questioned the governance arrangements of TfW in June 2017:

**"Conclusion 28.** While the governance arrangements for TfW are unusual, the Committee consider them to have been appropriate to this stage of the organisation's development where it is effectively an advisory body. **However, they will not be suitable in the longer term.**

**"Recommendation 16.** While TfW is a new and evolving organisation there are clear weaknesses in its governance arrangements – particularly the accountability of its chair. The chair of TfW should not be line managed by his own deputy. **Governance arrangements should be reviewed and strengthened as TfW evolves.**"<sup>13</sup>

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<sup>11</sup> Ibid, p 3

<sup>12</sup> National Assembly Economy Infrastructure and Skills Committee, *On the Right Track? The Rail Franchise and the South Wales Metro* (June 2017), p 43

<sup>13</sup> Ibid, p 44

It is unclear to us to what extent these issues have been addressed. We would encourage that this committee inquiry contribute to this process of scrutiny and ensuring the governance arrangements are sufficiently robust.

We recognise that there is a Board of Directors, and internal scrutiny through the Chair and board members as well as to Welsh Government ministers. However, this does not address accountability to those external to TfW and Welsh Government, and the lines of accountability currently seem unclear from the outside looking in. This suggests the need for an outward facing policy as a complement.

The recent issues of disruption to rail services due to aging rail stock recently indicate some of the risks here. We acknowledge that TfW have been proactive and open in the media in addressing the public. We have no reason to assign blame on the franchise so early in the process. However, there is a question of whom is to be held accountable and who is to scrutinise any issues that have arisen, as a structure that allows for rhetorical separation of functions while also in practice making the links 'indistinct' makes this a difficulty.

Moreover, there is a risk of a 'revolving door' from Welsh Government to TfW, which has the potential to undermine the independence of the arm's length organisation, which in turn would undermine trust and the aims of creating a better evidence base, a better engagement, and in building consensus.

***FSB Wales would recommend:***

- ***A clear outline of the lines of accountability in terms of governance structures.***
- ***That as well as its relation and accountability to Welsh Government in its delivery and operational work, that it also is clearly accountable to the National Assembly. This may be through formal mechanisms, or through norms of being open and available to the Economy, Infrastructure and Skills Committee.***
- ***An Open Government approach would allow wider scrutiny and encourage proactive engagement from the National Assembly as well as wider sectoral interests such as SMEs.***

## Other points on the future of TfW

- *What other governance models and good practice are available?* In terms of governance models for arm's-length bodies dealing with complex infrastructure projects and the importance of governance following the principles outlined at the start of this paper, there are the following examples (these are not exhaustive):
- Alders Table, dealing with Schiphol airport development

- Australian Productivity Commission
- Canada's National Energy Board, and USA Federal Energy Regulatory Commission, as an example of a body that encourages deliberative processes and negotiated settlements between interests.

An overview of these can be found in this paper by Coelho, Ratnoo and Dellepiane:

<https://www.instituteforgovernment.org.uk/publications/political-economyinfrastructure-uk>

- *What additional responsibilities should it take on and how should these integrate with the role of the Welsh Government, local government and emerging regional transport authorities?*

We would note there is a huge amount of room for growth of responsibilities of TfW, and so there is a need to ensure accountability processes are in place and are certain. As the Articles put it the TfW is to:

*"Undertake any action whatsoever which in the opinion of the Guarantor Member is necessary or desirable for the furtherance of the Objects including without limitation providing any assistance required by the Guarantor Member in relation thereto."*

It would be prudent that any governance issues be dealt with before (or as) further development be done.

While, as noted above, TfW's development in transport makes sense in that it is based around largely devolved powers, we would note that its operations should interrelate with wider infrastructure bodies. It would be useful to have a general outline of how it relates with other bodies, such as the National Infrastructure Commission for Wales (NICW), which presumably is to have a wider strategic remit on infrastructure. The relationship between these two bodies and their role could be clarified.

If there is to be a need to reassess and rebuild consensus around options around M4 congestion, then developing options, a business case and evidence base could fall to the NICW and TfW. As noted, recent experience of the M4 relief road has illustrated starkly how the lack of an engagement strategy, a lack of trust in an independent evidence base, and a lack of coordination with knock-on effects across government strategy (such as the Future Generations Act, Active Travel, and the impact on wider public transport), can lead to a dead end.

Putting the project in the hands of arm's-length organisation would provide an impetus for developing the engagement strategy and open government approaches, deliberative approaches and developing new consensus, as well as

ensuring a strong evidence base built around an integrated approach building on the Well-being of Future Generations Act.

Such a project would necessitate a clear independence from Welsh Government, and the Committee should provide scrutiny over this process. In practice it would also outline how these NICW and TfW would work together, and delineate their respective roles in the infrastructure project process.

We would also note, that for transport and general infrastructure projects to succeed in Wales, the Welsh Government needs to address the historical lack of funding and financing on infrastructure in Wales.

## Conclusion

Transport for Wales has great potential to be a boon in coordinating infrastructure project to provide for benefits in terms of growth and social impact, and in providing a fulcrum for better evidence base and engagement to provide for a real conversation about Wales, and SMEs in Wales', needs in terms of future transport infrastructure.

As the OECD notes, poor governance is the prime reason for failure in infrastructure projects, and we have recent experience in Wales of some of these common problems that have been identified internationally. As such, we encourage the Committee to scrutinise these arrangements, so that TfW can fulfil its potential in providing a means for the different interest and needs in Wales to overcome those barriers and each take a constructive part in looking at the future of transport infrastructure in Wales.

## Evidence from Chartered Institute of Logistics and Transport Wales

### **Governance structures**

- CILT Cymru Wales sees the establishment of Transport for Wales (TfW) as a delivery body as a positive step in improving transport infrastructure and operations across Wales.
  - It can take a longer term view on transport investment providing the five year funding settlement is maintained.
  - It provides a degree of separation between policy making and its delivery.
  - Combined, these help to smooth out policy changes driven by political agendas.
  - Being a separate body means that it can have a focus purely on transport rather than the wider briefs within which transport sits.
- Going forward, we would like to see TfW take on a role similar to that adopted by Transport for London (TfL), whereby a single organisation has oversight of the transport network in Wales
- However, because TfW covers a larger geographical area and a broader range of journey types than TfL, there is also the need for more localised management of transport operations.
- There are also questions around how certain transport operations (e.g. seaports and airports) might fit within this framework.
- However, the Welsh Government should still provide the wider policy framework against which TfW and other organisations then seek to deliver.

### **Regional Transport Consortia/Joint Transport Authorities**

- The previous four Regional Transport Consortia generally proved to be effective in directing transport investment at a localised level. Each adopted approaches that were relevant to their geographical areas and recognising the differing transport requirements.
- Therefore, CILT Cymru Wales would strongly advocate their re-introduction, but as Joint Transport Authorities, and are encouraged by the proposals in the current Welsh Government consultation on Improving Public Transport.
- The Joint Transport Authorities must be endowed with sufficient resources, talent, skills and powers, including 5 year funding arrangements like TfW, to effectively carry out their duties and responsibilities.
- Such a structure between Transport for Wales and local authorities provides a number of advantages:



- The ability to provide solutions customised to the local operating environments
- A reflection of the fact that many journeys do pass through more than one authority and therefore a coordinated approach is needed in the provision of these journeys
- Providing some economies of scale in funding and expertise, especially where local authorities are small
- Enables a structure for the retention and growth of specialist skills and a career path for such individuals.
- Consistency with wider policy developments such as the City Deals in Cardiff and Swansea, the North Wales Growth Deal and the emerging Mid Wales Growth Deal.
- There are, however, some potential disadvantages too:
  - Loss of localised insight into potential transport needs
  - A disconnect between land use planning activities (which are currently local authority based) and transport planning
  - An additional set of interfaces between local and national government which could cause delays to transport investment
  - A further reorganisation in transport policy may be disruptive, coming only 5 years after the disbandment of Regional Transport Consortia.
- Wales is a small country and the relationships between the Welsh Government, TfW, Network Rail, Department for Transport, Joint Transport Authorities, Local Authorities and the Private Sector need to be carefully designed to ensure the scarce skills and talent is deployed to best effect.

## **Seaports and airports**

- Unlike other forms of public transport, where both infrastructure and operations are largely internal to Wales, seaports and airports have a different role and consideration is needed into how they align with transport policy making.
- Both sea- and airports play important National roles (both Wales and UK) in improving connectivity and supporting the Welsh economy while at the same time making a local contribution through employment and their wider supply chains. They are also dependent upon the transport infrastructure in meeting their commercial objectives.
- Policy making for these sectors should remain at Welsh Government level, but it is important that they have clear lines of communication into those delivering transport at a national and local level.
- Equally, existing organisational structures around Cardiff Airport, being owned by the Welsh Government, should remain as these appear to be

working effectively and enabling the airport to grow and develop new services.

- However, we would suggest that management of the PSO air service between Cardiff and Anglesey be passed to TfW, so that the investment in that service can be balanced against competing needs from other modes.

## **Aligning transport policy making, infrastructure provision and operations**

- Based on the above, we would therefore suggest that the following may be an appropriate structure for transport in the future. In doing so, we recognise that there needs to be an inclusive approach taken, not just between policy makers at different levels, but also with operators.
  - The Welsh Government should continue to establish overall transport policy objectives, although specification of how these are to be achieved should pass to Transport for Wales. Arrangements for Cardiff Airport should remain as they are.
  - Transport for Wales should direct strategic investments that cover the connectivity of Wales as a whole. The current management of the Wales and Borders franchise is just one part of this. We would also advocate that management of both the TrawsCymru bus network and PSO air services also pass to TfW. Further, investment in the strategic road network in Wales could come under TfW's jurisdiction. This would mean that investment trade offs between modes could be managed effectively. However, in doing so, the focus must not just be on cost but also the connectivity benefits that such investment brings.
  - Joint Transport Authorities would have responsibility for many of the local transport needs, including local bus services and local road development schemes. Active travel may also be best placed here, to benefit from centralisation as some local authorities lack the resources to support this work. The Joint Transport Authorities may also support local investment in rail services, through joint working with TfW. Consideration could also be given to taxi licencing being managed at this level, given concerns in the market around the differing standards required to get a licence. It may be that elements of land use planning activities also need to be considered to provide a high degree of joined up thinking.
  - Local authorities could retain an influence on local bus services and active travel provision, as well as oversight of road maintenance. Ensuring consistency with land use planning will also be an important role. However, it may be the case that the workload with these

activities is sufficiently small that it is more efficient for Joint Transport Authorities to deliver these aspects.

- What will be essential is that there is liaison between these different levels, and that this liaison includes operators and also infrastructure providers (e.g. seaports).

## **Transport policy and logistics**

- Transport policy often focuses upon individual modes and the needs of the public in making their journeys. However, it should be recognised that freight is also a major user of transport networks in Wales.
- A feature of policy making, not just in Wales but across the UK and internationally, is that logistics operations are often forgotten and the needs of passengers increasingly put pressure on freight requirements. For example, while increasing numbers of passenger rail services are often desirable in terms of enabling the modal shift of passengers, these may take paths currently required by freight trains, leading to a modal shift to road for freight.
- Therefore, it is important that TfW and the Regional Transport Consortia in particular engage with the sector to understand their requirements and constraints, and ensure that the logistics industry can continue to effectively support supply chains in Wales.
- Within Wales, the Wales Freight Strategy of 2008 still represents the last strategy that considered freight transport holistically and is in need of urgent replacement, hopefully as part of the re-fresh of the Wales Transport Strategy.
- This should include a formal Delivering a Better Service Plan for Freight, similar to the process being adopted by Highways England for freight users of the strategic road network. Such an approach should be extended to all modes to include the critical role that ports, airports and rail plays in the functioning of the Welsh and wider economies.
- In support of this we would like to see areas such as Decarbonising Freight (all modes), Lorry Parking, Urban Freight Delivery, Rural Freight and the Value of Freight recognised – building on the work that Mid Wales has undertaken with the Marches LEP as part of its Freight and Logistics Strategy. This work should feed into the modelling and appraisal requirements of freight where it inputs into scheme investments.
- In conclusion TfW should be given a specific remit for the delivery of a freight strategy for Wales in parallel the wider work on freight being conducted for other parts of the UK by Highways England and Network Rail. The emerging Wales Infrastructure Commission and Transport for Wales

should take note of the emerging recommendations of the National Infrastructure Commission's Future of Freight Study – whose Interim Recommendations were released in December 2018 with the final report expected in the first half of 2019.

## **Funding**

- Currently, budgets for transport at a local authority level are determined on an annual basis. This has implications in terms of the investments that can be made, especially as transport schemes often take several years to implement.
- Going forwards, we would advocate longer term budget planning for local developments, and providing this through the Joint Transport Authorities would be beneficial in ensuring investment is directed appropriately.
- In terms of where funding is directed, there needs to be equity across transport modes. CILT members have particularly highlighted the bus industry as one where funding needs to be examined in more detail, especially given the significant contribution of this mode to public transport in Wales.

## **Talent development**

- One concern with the current state of transport policy making in Wales is the availability of talent to take the sector forwards. It has been noted that many local authorities have very small teams, sometimes just one individual. As a consequence of this, the opportunities of career progression within the public sector in Wales is limited, leading to individuals either leaving Wales or joining private sector organisations to further their careers. Equally, there are challenges in recruiting the brightest talent from universities.
- The creation of Transport for Wales does start to address this issue. However, establishing Joint Transport Authorities will allow the creation of teams of policy makers, providing a more positive working environment and offering opportunities for progression.
- As part of the development of transport planning in Wales, CILT would like to see the establishment of a specific skills academy at all levels from Apprenticeship to experienced hires (from other sectors) in transport related skills sets in Wales. This is a subject which is rarely mentioned yet is fundamental to the sustainability of improving the mobility outcomes for the citizens and industrial users in Wales. This should be across both public and private sectors to develop a pipeline of skills and talent for the future development of transport in Wales which is a critical enablement for the

sustainability and growth of the Welsh Economy. Transport for Wales could take a leadership role in delivering this.