

## Y Pwyllgor Amgylchedd a Chynaliadwyedd

---

Lleoliad:  
**Ystafell Bwyllgora 3 – y Senedd**

---

Dyddiad:  
**Dydd Iau, 31 Ionawr 2013**

---

Amser:  
**09:30**

---

Cynulliad  
Cenedlaethol  
Cymru

National  
Assembly for  
Wales



I gael rhagor o wybodaeth, cysylltwch â:

**Alun Davidson**  
Clerc y Pwyllgor  
029 2089 8639  
[Pwyllgorac@cymru.gov.uk](mailto:Pwyllgorac@cymru.gov.uk)

---

### Agenda

---

#### 1. Cyflwyniadau, ymddiheuriadau a dirprwyon

#### 2. Ymchwiliad i ddiddymiad arfaethedig y Bwrdd Cyflogau Amaethyddol – Tystiolaeth gan Unite (09.30 – 10.15) (Tudalennau 1 – 8) E&S(4)-04-13 papur 1

Ivan Monckton, Aelod Gweithredol o Bwyllgor Unite sy'n cynrychioli'r sector gwledig a'r sector amaeth  
Hannah Blythyn, Cydlynnydd Ymgyrchoedd a Pholisi, Unite Cymru

#### 3. Ymchwiliad i ddiddymiad arfaethedig y Bwrdd Cyflogau Amaethyddol – Tystiolaeth gan Undeb Amaethwyr Cymru a CFFI Cymru (10.15 – 11.00) (Tudalennau 9 – 12) E&S(4)-04-13 papur 2: Undeb Amaethwyr Cymru

Nick Fenwick, Cyfarwyddwr Polisi Amaethyddol, Undeb Amaethwyr Cymru  
Rhian Nowell-Phillips, Dirprwy Gyfarwyddwr Polisi Amaethyddol, Undeb  
Amaethwyr Cymru

Iestyn Thomas, Swyddog Datblygu Gwledig, CFFI Cymru

**Egwyl: 11.00 – 11.10**

**4. Ymchwiliad i ddiddymiad arfaethedig y Bwrdd Cyflogau Amaethyddol – Tystiolaeth gan NFU Cymru a Chymdeithas Ffermwyr Tenant Cymru (11.10 – 11.55)** (Tudalennau 13 – 18)

E&S(4)-04-13 papur 3: NFU Cymru

Ed Bailey, Llywydd NFU Cymru  
Huw Thomas, Cynghorydd y Cynulliad, NFU Cymru

E&S(4)-04-13 papur 4: Cymdeithas Ffermwyr Tenant Cymru

George Dunn, Prif Weithredwr, Cymdeithas Ffermwyr Tenant

**Egwyl: 11.55 – 12.45**

**5. Materion sy'n effeithio ar y diwydiant cig coch yng Nghymru – Trafodaeth (12.45 – 13.45)**

Ed Bailey, Llywydd, NFU Cymru  
Dai Davies, Cadeirydd, Hybu Cig Cymru  
Nick Fenwick, Cyfarwyddwr Polisi Amaethyddol, Undeb Amaethwyr Cymru  
Gwyn Howells, Prif Weithredwr Hybu Cig Cymru  
Don Thomas, Prif Weithredwr, Cynhyrchwyr Cig Oen ac Eidion Cymru

**6. Cynlluniau datblygu lleol a ffigurau poblogaeth/aelwydydd – Tystiolaeth gan yr Arolygiaeth Gynllunio (13.45 – 14.30)** (Tudalennau 19 – 23)

E&S(4)-04-13 papur 5

Richard Poppleton, Cyfarwyddwr Cymru  
Richard Jenkins, Swyddog Gynllunio Uwch, yr Arolygiaeth Gynllunio Cymru

**7. Cynlluniau datblygu lleol a ffigurau poblogaeth/aelwydydd – Tystiolaeth gan swyddogion Llywodraeth Cymru (14.30 – 15.15)** (Tudalennau 24 – 36)

E&S(4)-04-13 papur 6 : Yr isadran Gynllunio

E&S(4)-04-13 papur 7 : Gwasanaethau Gwybodaeth a Dadansoddi

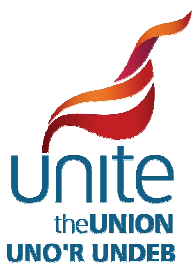
Mark Newey, Pennaeth y Gangen Gynlluniau, Yr isadran Gynllunio  
Sue Leake, Pennaeth Tim Dadansoddi Dyfodol Cynaliadwy, Gwasanaethau Gwybodaeth a Dadansoddi  
Tony Whiffen, Swyddog Ystadegau Uwch, Ystadegau Demograffeg, Treftadaeth a Chydraddoldeb, Gwasanaethau Gwybodaeth a Dadansoddi

**8. Papurau i'w nodi** (Tudalennau 37 – 38)

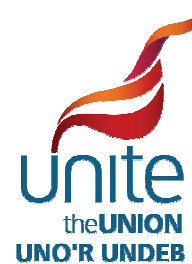
Cofnodion y cyfarfod a gynhaliwyd ar 17 Ionawr

**9. Cynnig o dan Reol Sefydlog 17.42(vi) i benderfynu gwahardd y cyhoedd o'r cyfarfod a gynhelir ar 6 Chwefror**

# Eitem 2



## Unite Wales response to the National Assembly for Wales Environment and Sustainability Committee inquiry into the Agricultural Wages Board (AWB) January 2013



***The Committee is interested in seeking views on the future of the Agricultural Wages Board, or similar structure, in Wales. In particular, the Committee is interested to identify any opportunities to improve employment in the agricultural sector that could be developed should alternative arrangements be made for Wales.***

### **Introduction**

Unite is one of the largest unions in Wales with around 100,000 members across the private and public sectors. The union's members work in a range of sectors including agriculture, financial services, construction, local government, health, voluntary not for profit, manufacturing and food manufacturing and processing.

Unite is the union representing agricultural workers in Wales and across the UK and Republic of Ireland. This makes it a major stakeholder in all decisions around the future of the Agricultural Wages Board (AWB) for England and Wales.

### **Overview**

Since its inception in 1906 the trade union representing agricultural workers has set out to win decent pay and conditions for farm workers. It has continually fought for an industry with modern employment practices, safe workplaces, and a sustainable future. As part of Unite and our predecessor unions, farm workers' representatives have campaigned and negotiated for an industry-wide safety reps scheme, and pay and grading that rewards skills and training and will attract new entrants. The union has sought for agriculture to reflect the best employment practices of the public and private sector – a long-standing goal has been an industry-wide pension scheme – rather than the worst.

Unite believes that the AWB sets a foundation in good practice in industrial relations including: the removal of discriminatory age wage rates and enhanced holiday entitlements above the statutory minimum; the unique nature of work conducted by those in the sector; the notoriously high fatality and injury rates in agriculture and a clear skills route and training.

The argument for abolition has focussed on the difference between the National Minimum Wage and the rate for Grade 1 (2p more and hour). This overlooks the fact that only 20 per cent of the agricultural workforce currently covered by the AWB in England and Wales is on grade 1. The overwhelming majority are on grades 2-6, a grading structure which would be wiped out by abolition.

In the absence of the protection of the AWB, wages and terms and conditions will be squeezed as farmers pass on price pressure from the supermarkets and food processors to workers. If wages freeze or fall, or if terms and conditions are attacked the recruitment crisis and industrial relations in agriculture will worsen. The AWB means that farmers' representatives negotiate terms and conditions every year with unions which results in workers receiving reasonable pay, protection and career progression. Abolition would mean farmers having to deal direct with their employees, the reality of which would be pay cuts for the workers and the burden of staff negotiations on farmers.

Members of the National Assembly for Wales will be aware of the issues of rural poverty in many of our communities in Wales. Poverty in rural areas presents specific and acute problems – housing is often unaffordable, local shops are a long way from distribution centres and competition is limited so prices are habitually higher than the average.

The rural economy is key to the wider Welsh economy and an effective, well functioning AWB has a pivotal role to play within a successful and sustainable agricultural industry that works well now and is able to attract young people to the sector to ensure its survival.

There are many reasons to retain an Agricultural Wages Board, not least as it could ensure a much better deal for young people, better training and conditions on what is a dangerous profession but should alternative arrangements need to be made for Wales in terms of the development of an Agricultural Wages Board, we have an opportunity to create a model of best practice and take forward the effectiveness of the AWB in Wales.

### **Benefits of the Agricultural Wages Board (AWB) to Welsh workers and Wales**

#### **An industry like no other**

Agriculture is unlike any other industry due to its unique and distinct social setting. Workers in retail, construction or the car industry do not go home to a house owned by their employer, unlike 30 per cent of agricultural employees. There is no more 'tightly-knit' community than a small rural community, where a farm worker's employer, employer's spouse or other members of their family may be in positions of social control such as a justice of the peace, a parish councillor, a school governor, all of these and more. In rural areas, workers have a narrower range of jobs and often wholly dependent on their own transport to travel to work.

Previous attempts to abolish the AWB elicited responses from many farmers who expressed great unease at having to take on the role of pay negotiator. Especially for those farmers with one or very few employees, the employment relationship is complex. Relying on these employees year-round, and often living at close proximity, farmers are reluctant to have to lay aside the close daily co-operation and confront the same employees face to face on the issue of pay. For them, collective bargaining through the AWB depersonalises this aspect of employment.

For employees, this situation is heightened of course by their weak negotiating position relative to the 'boss'. Through the workers' side, thousands of farm workers have access to a professional and fully researched pay claim, current data on farm incomes and industry statistics. Individual farm workers will not have access to comparable information on the state of their employer's finances. For 30 per cent of farm workers, this is more acute because their employer is also their landlord. This employment relationship is unique in the UK, and presents a compelling reason to continue with depersonalised negotiations between professional national pay negotiators.

Despite intensive work by unions and others, the 'dash to the bottom' has been the result of the squeeze by the retailers and UK government indifference, with producers hiding behind voluntary codes and pan-industry agreements like the ETI and leaving structural causes unchallenged. As things stand, the AWB is the last line of defence against intensifying precarity. Remove that and we remove another vital protection against exploitation. It is worth noting that Gangmaster legislation will not cover many workers currently directly employed and/or covered by the provisions of the AWB Order.

#### **A rural living wage**

At present the AWB Grade 1 rate is only 2p more than the NMW. To attain the current level of the Living Wage of £7.45 – a campaigning target now adopted by a growing number of local authorities and employers in Wales – farm workers would need to be on Grade 3 and above. The take-up of in-work benefits by those on AWB rates is high, so low pay in agriculture and horticulture is being subsidised through the benefits system.

A rural living wage, enabled in a large part for many by the AWB, is in keeping with the Welsh Government position on the living wage. Unite Wales warmly welcomed the official accreditation of the National Assembly for Wales as a UK Living Wage employer by the Living Wage Foundation in December last year.

Paying people a decent wage above the minimum legal rate is not only socially just, it is economically sound. The more a person earns, the more income they have to spend and in rural communities this is most likely to be spent locally, playing a pivotal part in sustaining local businesses, retailers and the rural economy as a whole.

In addition, better rates of pay, conditions and a clear progression path offer a much more attractive incentive to both recruit and retain people to an industry.

### **Education, training, health (and safety)**

But the AWB Order is not solely about pay and pay rates. Because of the history of abuses in the industry and the isolated nature of the rural workforce, there has been and still is a need to have clear definitions and detailed statutory explanations of working time, training, accommodation, sickness absence, types of worker – precisely because the employment relationship in agriculture is unique, there needs to be an Order that is authoritative and specific.

With the clear grading system, the AWB rates provide a recognised ladder for progression, reward skills and commitment, and recognise the developing contribution of young people of school age and above. It parallels modern systems in the public and private sector, with a range of grades, and acknowledges the reality of agricultural work – e.g. high levels of overtime, the need for paid rest breaks in a physically arduous job.

The 6-grade structure of the AWB Order achieves a key goal – pay that represents a career structure for agriculture, with pay clearly linked to the acquisition of skills and experience. Pay that rewards a commitment to the industry and the gaining of skills is central to this. Removing the existing grade structure will remove any mechanism for rewarding acquired skills and continuing professional development (CPD). AWB rates include age groups excluded from the National Minimum Wage.

The industry needs both younger and older workers to function and to be sustainable. Yet farming is attracting fewer young people than it needs to ensure its future. There are cultural and social pressures on young people deterring them from entering the industry – low pay, the physical nature of the work, the fears of parents that it does not represent a secure future – and to offset these young people need the prospect of decent pay.

Agriculture is the most dangerous occupation in the UK. It employs 1.5 per cent of the workforce yet accounts for 15-20 per cent of fatalities. In 2012 fatalities increased. Given the industry's record on health and safety, it is easy to see why Unite campaigned over many years for the establishment of an industry-wide safety reps scheme in agriculture.

According to the Health and Safety Executive, although the rate of ill health in agriculture is comparable to other industries, gross under-reporting disguises the true rate. Only 25 per cent of accidents to employees are reported. Yet even with this appalling level of under-reporting, agriculture has one of the highest rates of major injuries – higher than the all-industry average and a rate similar to construction.

Agriculture's poor record on accidents includes a high level of major accidents – accidents resulting in more than three days' absence from work. The isolation of farm workers from medical facilities and treatment aggravates the serious hazards they face. These include zoonoses, musculo-skeletal disorders, vibration-related injuries, and respiratory diseases. This is the context for the AWB sick pay scheme in agriculture. It is essential that agricultural workers are supported in recovering from

illness or injury, and do not feel obliged to return to work prematurely because of the financial imperative of loss of wages.

The impact on the NHS in Wales of work related sickness and injury in agricultural occupations cannot be underestimated and it can be assumed that should the protections of the AWB be removed then not only would workers be at higher risk but the burden on the NHS would be greater.

### **Collective bargaining: equitable and economically effective**

The AWB was originally set up to protect an isolated and scattered workforce who had little scope for collective bargaining. Today, one set of annual negotiations and the resultant AWB Order for England and Wales covers 154,000 workers, and is a benchmark for pay and conditions for many thousands more.

Unite views this as a more efficient way of settling pay rates than thousands of farmers and growers negotiating individually with thousands of employees. Collective bargaining takes place in a wide range of industries including construction, retail and financial services with industry agreements on items such as holiday pay, sick pay, overtime etc.

As aforementioned, many rural workers work in isolation and there is a lack of collective cohesion, management structures and procedures which limits the ability to negotiate with individual employers. The collective bargaining process as set out in the AWB also saves costs to employers – both time and money wise – of having to undertake individual negotiations

Abolition of the AWB would take away the right of agricultural workers to free collective bargaining. Unite believes that abolition of the AWB would be in breach of the UK's obligations under international law to promote collective bargaining.

Collective bargaining coverage is instrumental to working people having the strength to improve their living standards, support their families and input into local communities. However, collective bargaining is not only beneficial to those that it directly covers but also has a wider greater good. Research has shown that where there is greater density of collective bargaining there is corresponding lower inequality, a factor that could be crucial to the development of many of our rural communities in Wales. Moreover, there are proven direct links between collective bargaining and wage growth, resulting in a growth in spending power and a consequential boost to the local economy.

Additionally, the standards as set out by the AWB Order are in accordance with internally recognised instruments. The social charter of the Council of Europe Article 2 calls for additional holidays and reduced hours for dangerous and unhealthy occupations. ILO Convention 99 calls for a minimum rate in agriculture with an adequate machinery for creation and enforcement

### **Impact of abolition of the Agricultural Wages Board (AWB) on Welsh workers and Wales**

Abolition of the Agricultural Wages Board will see a return to the conditions that led to the setting up of the first trade union – the lowering of agricultural wages in the 1830s. Set against the claimed potential savings for the UK government of around £50,000 a year, the cost to workers and the rural economy of abolition are at least £235.7 million over the next 10 years, according to DEFRA's own impact assessment. All the 'benefits' of abolition are costs for workers - £131million a year in lost wages; £81million from annual leave; a further £4.4 million in sick pay, and more. If the AWB is abolished workers in agriculture in Wales and England could lose between £150 and £265 a week.

Unite believes that the view of many of those involved with the AWB including employers and independents is that any changes, including 'simplification' should, as they have been for decades, be a matter for negotiation between the parties and not imposed by abolition. The all too short DEFRA consultation presented a binary choice – do nothing or abolish the AWB. Yet members of the AWB from all sides have over many years engaged in a process of negotiated and agreed

reform and adaptation to the changing requirements of the industry. Abolition represents the removal of collective bargaining from the industry, in breach of internationally recognised obligations.

A report by IDS for the Low Pay Commission suggests that pay might become binary along skill lines:

“Employers may choose to condense the grading structure, leading to a simplified structure with a rate for unskilled workers and a separate higher rate for skilled workers. In this situation, there is potential for a reduction in the number of semi-skilled workers (grade 2) – currently the largest proportion of agricultural workers”.

This is a worrying prospect for more than 54,000 semi-skilled workers in the industry across the UK, who either face being paid an unskilled rate or trying to gain more skills to achieve a higher rate, without the current provisions of the AWB Order where workers are entitled to have training fees and associated expenses paid for by their employer.

The DEFRA Impact Assessment relating to the proposed abolition, at section 2 refers to contractual rights remaining after abolition unless varied by agreement. Not only does this expose the vulnerability of the individual worker or small groups of worker, but it will also leave the smaller farmers exposed to the larger farmers and growers who can maximise the savings at the expense of the workers. Smaller farmers will be forced to vary terms and conditions in order to compete; those workers on existing AWB rates will be put under pressure as new workers employed on less favourable terms will divide these tight-knit workplaces and communities. Unite has witnessed this occurring in other industries and campaigned hard against this.

### **Children and apprentices in agriculture**

Historically children have worked in agriculture, often to make a vital contribution to the low household income. (Farming is the only industry where child deaths are a regular occurrence, not a rarity.) The long summer holidays of schools reflect this.

The AWB rates of pay for children of compulsory school age reflect the reality that many school-age children work in the industry; in a recent article Polly Toynbee cites the example of 9-year-olds harvesting spring onions; these could well have been for growers supplying major supermarkets. The National Minimum Wage makes no such provision for children of school age, with rates for over-16s only.

The AWB rates of pay for children over compulsory school age reflect two further realities. First, that many school leavers wish to enter the industry and earn a wage as soon as they leave compulsory education; and secondly, that from day one they will be working both as adults and alongside adults, undertaking physically arduous and hazardous work in all weathers, with the responsibilities for livestock and equipment. This is where the differences in NMW rates for 16-18 year olds, and 18-21 year olds are inappropriate. Aggressive livestock make no distinction between the 16-year-old and the 19-year-old.

For these reasons the NMW apprentice rates, with a starting rate of £2.65 against the AWB rate of £3.57, are inappropriate for agriculture, and would act as a powerful deterrent to apprenticeship.

### **Appropriate overtime**

Overtime rates in agriculture achieve two aims. The first is that they acknowledge the additional effort and commitment of the worker in undertaking work outside core hours and compensates for this. Secondly, the higher rate is a clear demarcation between core and extra time for both employer and employee, a demarcation found in comparable industries such as construction. As already noted, long hours are endemic in agriculture. It is not difficult to imagine the tensions that would be created where overtime is needed, but there is no compensation for this.



Abolition of the AWB overtime rate would leave agriculture exposed as employing 154,000 workers with no separate rate for overtime. It would mark its move away from modern norms in the private and public sector, where overtime rates are standard practice.

At 39 hours, the AWB definition of the normal working week is longer than in many sectors; the NHS has a standard working week of 37.5 hours, while the NJC for local government is 37 (this applies to manual and non-manual workers and would include horticultural workers).

### **A hazard to health and safety**

As already noted, agricultural work is arduous and hazardous. For agricultural workers who often work long and anti-social hours, including during bank holidays, annual leave is essential for resting physically and mentally, and for spending time with families and friends. The AWB-set 31 days annually is comparable with other industries. The holiday entitlement with which the government proposes to replace AWB levels is, at 28 days, a level that leaves UK workers far worse off than most EU competitors.

The clear health and safety implications of shorter holiday entitlement are compounded for those working 6 days a week. Their 38 days' annual leave is some compensation for only having 1 regular day off a week. Post-abolition, there would be no such recognition. The physical and psychological impact of this would be considerable, and it would be difficult to see how workers could take on a 6-day week without the offset of the longer statutory annual leave.

The scrapping of the sick pay scheme and imposing the SSP in its stead would see farm workers returning to work in the UK's most dangerous industry when not wholly fit, and being exposed to a higher risk of further illness or injury as a result. The DEFRA consultation document is conveniently silent on what will happen to those workers who are on less than the Lower Earnings Limit of £107 a week.

### **Abolition equals discrimination**

With regard to the AWB, Unite believes that abolition would be discriminatory under the Equality Act on at least three grounds. It would be discriminatory in terms of age, against young people, because with its youth rates the AWB allows for higher rates of pay than the NMW. It would also be discriminatory on grounds of gender and on grounds of race.

During previous attempts to abolish the AWB, it was established that abolition would indirectly discriminate against women. The Order sets out statutory rates of pay for part-time and temporary workers, and women are more likely to be part-time or temporary workers

In addition, abolition of the AWB rates and a move to NMW rates will have a disproportionate impact on migrant workers, and thus be in breach of the 2010 Equality Act. Migrant workers are predominantly Grade 1 workers on short-term contracts. They would lose Grade 1 pay and see a decrease in pay immediately on being moved to NMW rates, and they would also lose overtime rates.

### **Enforcement in a post AWB agricultural industry**

The UK government is proposing that HMRC would undertake the work of enforcing the NMW in a post-AWB industry. The timing of this proposal could barely be worse. In June 2012 the civil service union PCS held a strike against job cuts of 10,000 by 2014-15. This follows the loss of 30,000 jobs since the formation of HMRC in 2005. HMRC is already struggling with its burden of work.

The UK government is silent on the capacity of HMRC to enforce the payment of the NMW in remote rural areas on behalf of 154,000 workers, and on the fate of the Rural Payments Agency/Rural Inspectorate and the Agricultural Wages Team at DEFRA, whose experience in this area would be lost. Unite would suggest that raising pay inquiries by phone with HMRC would be virtually impossible, as it is so difficult to get through.

All in all, the abolition of the AWB could have a severely detrimental impact on the future of farming in Wales. Should employers choose to move away from the minimum standards and career path of the AWB it could become increasingly difficult to attract new workers to the sector in the sufficient numbers needed to sustain a viable future. In addition, in many areas agriculture functions alongside other industries and agriculture could lose skilled workers to other industries with better terms and conditions.

The abolition of the AWB would not only be bad news for workers but for Wales as a whole.

### **Building an Agricultural Wages Board (AWB) for the future of Welsh workers and Wales**

Unite has and continues to work and campaign hard against the abolition of the AWB for England and Wales. However, should the UK government press ahead with the much opposed abolition we welcome the Welsh Government commitment to seriously look into establishing a new AWB for Wales.

In doing so Unite would recommend that the Welsh Government consider the following:

- An impact assessment specific to the role of the AWB in Wales.
- Research into the unique nature of employment across agriculture and land based work in Wales.
- The Welsh Government to produce statistical information relating to agriculture and the rural economy in Wales, independent of the figures produced by DEFRA.

As previously stated in this submission, Unite's position is that the AWB has many benefits for both Welsh workers and Wales and we would urge the Welsh Government to utilise any such opportunity for a new AWB to build a body that most effectively serves and sustains a future for agricultural workers, the rural community and economy in Wales.

#### **The focus of a future AWB**

Unite would consider that the remit of the AWB should be made broader rather than narrower. Unite is aware that there are a number of people working in related areas in agriculture – such as estate workers and game keepers – who may have their pay pegged to the AWB board but are not officially covered by the board. Unite believes that the scope of the AWB should be widened to include others such as gardeners, forestry workers and pack house workers (pack house workers are currently only covered if they do part time work on a farm.) In many instances, it may be a simple case of applying common sense when it comes to broadening inclusion. In other instances, it may be worth looking at widening the coverage of the AWB in the context of creating a larger sustainable rural industry and workforce that is able to successfully recruit and retain people in Wales.

The issue of salaried rate of pay could be looked at. Unite tabled a point on salaries in last year's (and most recent) submission to the AWB, as we believe fair salaries would benefit the industry and allow our members to access mortgages and other financial services more easily.

Unite considers that representation on the AWB – that of farmers and workers through the unions – should remain the same.

#### **Education and awareness of the AWB**

The role, purpose and necessity of the AWB could be promoted externally and to the general public and the farming community in particular to a much greater extent. One suggestion is that such promotion could be done through better direct communication with community organisations and groups such as the Women's Institute, Young Farmers, youth clubs, parish councils, churches and more. There is, of course, a key role for political representatives to play in this.

There is a stronger role for the Welsh Government in promoting the role of the AWB – and as a consequence a future career in agriculture in Wales - to schools, particularly in rural communities and targeting colleges with relevant courses and students.

Unite is aware that many of the employers that submitted to the DEFRA consultation at the end of last year in favour of retaining the AWB cited the certainty, resources and removal of insecurity that the AWB provides them with. It also takes away the need for and stress of uncomfortable face to face negotiation and confrontation. The statutory element additionally gives clarity and reduces the possibility of being undercut by other employers in the same sector and/or area. These are all elements that more employers and the relevant communities can be made better aware of and given more resources to understand.

Unite believes that with increasing competition for skilled labour the standards set by the AWB should and could be a benchmark where there is nothing preventing employers from adding to the package to give them not simply the extra edge but also ensure the greater productivity of employees, standard of work and related conditions, not to mention the likelihood of days lost to illness and injury as workers are trained to a decent standard and greater levels of workplace health and safety recognised. The standards set by the AWB should be something for government, employers and employees alike to be proud of and champion.

### **Enforcement and adherence**

In looking at the future of the AWB in Wales, consideration should be given to measures to improve the enforcement of AWB rates and to effectively tackle rogue employers operating and exploiting workers in the agricultural sector. If a board was established for Wales, Unite believes that the Welsh Government should appoint an inspector for Wales to check and ensure the AWB was being adhered to. Such a labour inspector could both respond to queries/issues raised as well as work to actively enforce the AWB on the ground. As things stand at the moment, no inspection or checking takes place unless a complaint has come forward or an approach made.

The current enforcement regime involves several agencies and the current system of enforcement builds in barriers to time and multiple agencies, which may not be helping in terms of under-payment, and could be making enforcement and access to raising complaints more difficult that it needs to be. A Wales based and specific phone number for both farmers and workers would be a welcome and more effective development.

Of course, for more people and communities to be made aware of the AWB along with the rights, responsibilities and benefits it brings could act as a powerful and productive means of ensuring adherence to its standards and orders. A copy of the AWB order should be sent out to every farmer; Unite currently distributes copies to our members but we are aware individual farmers do not receive a copy as standard. In addition, decisions of the AWB should be advertised more widely both to farming communities and the general public, we are presently aware that it gets little more coverage than Farmers Weekly and Unite publicises information in our own Landworker publication.

Should alternative arrangements need to be made for Wales, Unite would welcome the opportunity to work with the Welsh Government and other relevant representatives to develop a structure that sets a benchmark for a successful and sustainable future for Welsh works and agriculture in Wales.

Submitted by Unite Wales.

Unite Wales Regional Secretary – Andy Richards, Unite, Cardiff Regional Office, 1 Cathedral Road, Cardiff CF11 9SD

Contact details: [hannah.blythyn@unitetheunion.org](mailto:hannah.blythyn@unitetheunion.org) 02920 022767

# Eitem 3

## Environment and Sustainability Committee

E&S(4)-04-13 paper 2

### Inquiry into the proposed abolition of the Agricultural Wages Board – Evidence from the Farmers’ Union of Wales

#### Introduction

1. The Farmers’ Union of Wales welcomes this opportunity to contribute to the Environment and Sustainability Committee Inquiry into the Future of the Agricultural Wages Board in Wales, with particular reference to the impact the removal of the Wages Board will have on employees in the Welsh agricultural sector and the Union’s views on the future provision of a body to set the conditions of employment and the rates of pay for the sector in Wales.
2. The Farmers’ Union of Wales (FUW) remains fully supportive of the retention of the Agricultural Wages Board and believes that it has an important role in determining the pay and conditions of service which reflects the unique labour requirements of the agricultural industry, particularly in Wales.
3. Agricultural workers are required to be flexible in their working arrangements to cover busy periods, fine weather and unsociable hours. This type of flexibility is not covered by general employment law provision; therefore, the Union believes that there is a vital role for additional minimum rates of pay for agricultural workers.
4. The Union has lobbied the Department of Environment, Food and Rural Affairs (Defra) and the Westminster Government to reconsider their position on the future of the Agricultural Wages Board and its Committees or, at the very least, to put sufficient powers in place to allow the Board to be retained in Wales to reflect the support amongst farmers and the Welsh Government to retain its provisions.
5. The Union’s support for the retention of the Agricultural Wages Board was recognised in the report entitled ‘The Agricultural Wages Board: The Welsh Case for Retention’<sup>1</sup> published by Mr Mick Antoniw AM, Assembly Member for Pontypridd.
6. The Union also welcomed the cross party support by Assembly Members, as part of a short debate on retaining the Agricultural Wages Board in Wales held during the National Assembly for Wales’ Plenary Session on Wednesday 10<sup>th</sup> October 2012<sup>2</sup>.

---

<sup>1</sup> [http://media.wix.com/ugd//1a03b2\\_b3b882b78ecadd09711f4f40d4a7e328.pdf](http://media.wix.com/ugd//1a03b2_b3b882b78ecadd09711f4f40d4a7e328.pdf)

<sup>2</sup> <http://www.senedd.assemblywales.org/ieListDocuments.aspx?MId=1198>

## **Farmers' Union of Wales Position**

7. The Union's County Offices regularly receive requests for information on the terms, conditions and specific benefits, such as dog allowances, night working and tied accommodation, agreed by the Agricultural Wages Board and it is clear that the work of the Board and its Committees is much appreciated by Welsh farmers.
8. The majority of the Union's members believe that the removal of the minimum wage for agricultural workers will be a retrograde step for an industry which has been struggling to attract new skills and expertise over recent years.
9. The Union was extremely concerned at the amendments made following the consultation on the Future of the Agricultural Wages Board for England and Wales<sup>3</sup>, which were added at the Committee Stage in the House of Lords, which means that the legislation to abolish the Wages Board will be included in the Enterprise and Regulatory Reform Bill instead of the Public Bodies Bill<sup>4</sup>. If these amendments are agreed, the Westminster Government could argue that, as employment is not a devolved issue, it will no longer be obliged to seek the views of the National Assembly for Wales on the future of the Board in Wales<sup>5</sup>.
10. At the time of writing, the FUW welcomes the intervention of the Lords who dissented at the Committee stage on 16<sup>th</sup> January, which has forced a vote by the House of Lords on the future of the Board at the end of February or beginning of March
11. The FUW believes that, given the diverse nature of farming, particularly in Wales, where the majority of farms are small family businesses employing one or two workers, there is a real need for guidance on terms and conditions, as staff tend to be a long term investment for the business.
12. The Union is aware that many farmers in Wales may also be employed to undertake farm work elsewhere in order to supplement their own incomes. Any negative impacts that result from abolishing the Wages Board will not stop at full time agricultural workers.
13. As many farms in Wales run with relatively few staff, or indeed with family labour, the Agricultural Wages Board is considered an important means of

---

<sup>3</sup> <http://www.defra.gov.uk/consult/files/awb-consult-summary-responses-121219.pdf> Page 1

<sup>4</sup> Enterprise and Regulatory Reform Bill Clause 63: Amendment proposed by Lord Marland and Viscount Younger of Leckie. <http://www.publications.parliament.uk/pa/bills/lbill/2012-2013/0045/amend/su045-vb.htm> (19th December 2012) and <http://www.publications.parliament.uk/pa/bills/lbill/2012-2013/0045/amend/ml045-vii.htm> (19th January 2013)

<sup>5</sup> <http://wales.gov.uk/about/cabinet/cabinetstatements/2012/awb/:jsessionid=083F782D447E57BF76B9B7BB37A8D700?lang=en>

avoiding potential conflict and lengthy negotiations with individual members of staff.

14. There are also implications for dealing with and understanding the finer details of employment law which would be required once the Board is abolished. The Agricultural Wages Order reduces the burden of red tape on these businesses as it covers a great deal of information that farmers would have to seek elsewhere if it did not exist.
15. Despite Defra publicising its intentions to extend the National Minimum Wage provision to the agricultural sector, there has been a dearth of information on how this will be undertaken. The FUW is concerned that the unique nature of agricultural workers and their enhanced terms and conditions will not be recognised by the National Minimum Wage provisions and that both employees and the wider agricultural industry will suffer without the Board or a similar body.
16. The Union believes that it is vital to ensure that the enhanced terms and conditions which reflect the dedication of agricultural workers must be fully retained as part of any future arrangements.
17. The Union strongly believes that the future of farming is dependent on attracting highly trained and skilled technicians into the industry. The economic climate within the agricultural industry has made it a less attractive option for many young people and in the Union's view, rewarding skills, qualifications, and levels of responsibility, is a vital means of persuading high calibre people to remain in or enter the industry. Reliance on a single national minimum wage will inevitably result in an erosion of talent and skills from farming as more lucrative and less physically challenging professions are taken up.
18. In attracting young people into the agricultural industry it is noted that the rates of pay provided by the Agricultural Wages Order for agricultural apprentices are particularly attractive when compared with the rates provided under the National Minimum Wage legislation. The Agricultural Wages Order entitles first year agricultural apprentices to a minimum of £3.57 per hour rising to between £3.68 and £6.19 in their second year depending on their age<sup>6</sup>. This is very favourable when compared with the provision of £2.65 per hour<sup>7</sup> under the National Minimum Wage.
19. The FUW welcomes the higher rate of pay for agricultural apprentices when compared to apprentices in other industrial sectors and believes that, in conjunction with other incentives, such as the Welsh Government's Jobs Growth Wales and the opportunities for the agricultural apprenticeship scheme being implemented by Lantra, this could provide a real opportunity to attract young people into the agricultural sector.

---

<sup>6</sup> <http://www.defra.gov.uk/publications/files/awo2012-guidance.pdf> Page 9

<sup>7</sup> <https://www.gov.uk/national-minimum-wage-rates>

20. The National Minimum Wage provisions do not recognise any additional skills, training or qualifications held by an employee whereas these are fully recognised within the Agricultural Wages Order through the establishment of minimum pay rates for different Grades of agricultural workers, depending on their responsibilities, qualifications and number of hours worked. This Grading structure provides an incentive for employees to undertake further training as a means of gaining qualifications, therefore, progressing up the grading structure to earn a better wage.
21. Given that the running costs of the Agricultural Wages Board for the whole of England and Wales was reported to be £57,000<sup>8</sup> per annum, the Union believes that, to benefit the industry and to circumvent the issues that abolishing the Board could create, the Welsh Government should investigate the feasibility of establishing a Wages Board that would be unique to Wales and takes into account the needs of its agricultural sector.
22. The devolved administrations in Scotland<sup>9</sup> and Northern Ireland<sup>10</sup> have their own Wages Boards to set the pay and conditions for workers within their agricultural sectors. These Boards mirror the structure of the Board for England and Wales and have similar roles and responsibilities.
23. The Union would urge the Welsh Government to undertake an urgent assessment of whether the Scottish Agricultural Wages Board or the Agricultural Wages Board for Northern Ireland provide a suitable model which could be used as the basis for establishing an Agricultural Wages Board in Wales.
24. Given the enhanced law making powers which were afforded to the National Assembly for Wales following the Referendum held in May 2011, the Union would also urge the Welsh Government to investigate whether it is possible to make use of these powers, in conjunction with the devolved powers relating to the agricultural industry, to bring forward a 'Welsh Agricultural Wages Act' to provide the legislative basis for the establishment of an Agricultural Wages Board for Wales and the long term protection of the pay and conditions for Welsh agricultural workers.

18<sup>th</sup> January 2013

---

<sup>8</sup> <http://www.assemblywales.org/bus-home/bus-chamber-fourth-assembly-rop/rop20121010qv.pdf?langoption=3&ttl=The%20Record%20%28PDF%2C%20241KB%29> Page 140 - 141

<sup>9</sup> Scotland <http://www.scotland.gov.uk/Topics/farmingrural/Rural/business/18107>

<sup>10</sup> Northern Ireland <http://www.dardni.gov.uk/index/fisheries-farming-and-food/enforcement-awb.htm>

# Eitem 4

## Environment and Sustainability Committee

E&S(4)-04-13 paper 3

### Inquiry into the proposed abolition of the Agricultural Wages Board – Evidence from NFU Cymru



#### **Introduction & Summary**

1. NFU Cymru welcomes the Environment and Sustainability Committee's enquiry into the future of the Agricultural Wages Board (AWB)
2. We believe that the abolition of the AWB will fit with a modern, forward thinking farming industry that will deliver for the future. NFU Cymru therefore welcomes the announcement by Defra Minister David Heath of 19<sup>th</sup> December 2012, that subject to Parliamentary approval, the AWB will be abolished from October 2013.
3. NFU Cymru considers the AWB to have been superseded by modern developments, such as the National Minimum Wage and Working Time Regulations. The AWB structure and function has therefore been obsolete for some time now, and it is appropriate that it is abolished.
4. Following the abolition of the board in England and Wales, NFU Cymru does not believe that there is a case for re-introducing a separate AWB type structure in Wales.
5. NFU Cymru would prefer instead to see resources currently spent on an outdated wages council, re-directed into encouraging new entrants into agriculture and expanding on the successful and popular Welsh Government Young Entrants Support Scheme.

#### **The case for abolishing the AWB**

6. In 1970 the number of different wage councils peaked at 55, and often covered very niche sectors. Wages councils included the Coffin Furniture and Cerement Making Wages Council, the Pin Hook and Eye and Snap Fastener Wages Council, and the



Ostrich and Fancy Feathers and Artificial Flowers Wages Council. With the exception of the AWB, all remaining wages council were abolished by John Major's government in 1993. NFU Cymru therefore considers the continued existence of AWB to be an anomaly and a vestige of a bye-gone era.

7. Whilst the AWB may once have been an appropriate structure, it has now been superseded by modern-day developments, such as the introduction of the National Minimum Wage in 1999, one of the flagship policies of the then Labour government. NFU Cymru believes that the continued existence of the AWB puts agriculture out of step with all other employers in England and Wales.
8. The 1948 Agricultural Wages Act is an old-fashioned, cumbersome and costly regulatory framework whose aims and objectives have been overtaken by recent employment legislation. As things currently stand, an agricultural employer needs to understand and apply both the Agricultural Wages Order and general employment law, a burden no other sector has to carry. It creates anomalies and division between agricultural and other food chain workers who may be performing identical tasks, but be subject to different minimum wages.
9. The Welsh Government has encouraged farmers to diversify their businesses in order to secure alternative income streams. The existence of the AWO creates further problems for a diversified farming business where employees may carry out a mixture of work that is agricultural, and therefore governed by the AWO, and non-agricultural and therefore governed by the National Minimum Wage. Such diversified farm activities are deemed to fall outside of the scope of the Agricultural Wages Order whilst everyday farming activities will be of course be within the scope the of the AWO. This creates a burden for employers of having to work to two separate pieces of legislation.
10. Whilst the AWO imposes a burden on farmers and farm businesses, it should also be remembered that the existence of the AWO incurs direct costs in the form of a dedicated taxpayer funded pay and work helpline and increased training and enforcement costs for organisations such as the Gangmasters Licensing Authority and HMRC.
11. The AWB has failed to move with the times and has not kept up to date with modern practices such as the paying of staff on the basis of an annual salary, or on the basis of 'piece work'
12. Agriculture is characterised by a huge diversity of business types and production systems. Some require large numbers of temporary workers for low skilled roles, whilst others employ highly skilled workers responsible for large businesses. Agriculture has become increasingly specialised, and the inherent seasonality means peaks and troughs in labour needs, yet the agricultural wages order does not allow that flexibility.

13. Payment of an annual salary has the effect of ironing out the inevitable peaks and troughs in the pay of agricultural workers and offers instead greater security through a consistent weekly or monthly pay packet.
14. The AWO requires a three month reference period for salary purposes, and consequently there may be times when the hourly rate for workers temporarily drops below the AWB minimums due to it being a peak working period on farm. This would not be an issue over the course of the year, but would be unlawful if the AWO were strictly applied.
15. The AWB fails to take into account the hugely differing fortunes of various sectors of the agricultural industry, with wage determinations made on a 'one size fits all' basis.
16. Abolition of the board will put farmers on an equal footing with other employers in Wales, allowing them to recruit and retain workers without the restrictions of the order. As part of the food supply chain, farmers in Wales are forced to adhere to this additional regulation whilst the rest of the supply chain acts under National Minimum Wage legislation.
17. For example, as things currently stand if milk is produced on farm then the rates of pay for the labour used on farm to produce that milk will be determined by prevailing AWB rates. The rest of the supply chain will be free to set their own rates of pay for the processing of that milk and its sale in the supermarket (with due regard to the National Minimum Wage)
18. The difference between the National Minimum Wage Determination for October 2012 (£6.19 per hour) and the Agricultural Wages Order determination of October 2012 (£6.21 per hour) is just two pence per hour. We would question whether having such an elaborate construction as the AWB in place in order to confer a benefit of just two pence per hour on the lowest paid agricultural workers is a good use of money and resources and whether this money and resource would be better deployed in training for employees and encouraging people into the agricultural industry.
19. Farmers have to pay competitive rates to attract and retain skills, just like any other business, and the average wage of a farm worker is on par with that of a van driver or medical secretary. On average farm workers are over £100 per week better off than the tens of thousands employed in retail and hospitality. Abolishing the AWB will allow greater flexibility in determining wage settlements, reflecting a farm workers skills, performance and contribution to the business
20. We do not share the view of some that farm workers will suffer low wages if the AWB is abolished, and that farmers will simply seek to pay the minimum allowed under National Minimum Wage legislation. Such claims are ill founded and pay no regard for current rates of pay, existing contractual obligations or for the commercial realities of farming businesses operating in a competitive marketplace.

21. The reality is that few farm workers currently receive the minimums set by the board. Average earnings in 2010 for full time farm workers were 41% above the industry minimums set by the board and few are paid near to the minimums set out in the order. The Annual Survey of Hours and Earnings (ASHE) for 2010 showed that 90% of workers employed in agricultural trades received gross pay above £6.50 an hour. When measured against the AWO grade 2 minimum of £6.40 per hour that was in effect in April 2010, it is reasonable to conclude that the vast majority of farm workers are paid well above the AWO minimums
22. Bringing agriculture into line with other sectors by abolishing the AWO would mean that farm workers and businesses would instead have recourse to a wide range of advisory resources from organisations such as ACAS and the Citizens Advice Bureau. This would lead to greater awareness and appreciation of the employment rights that farm-workers, along with every other worker in the economy enjoy.

### **Conclusion**

23. NFU Cymru is happy to work with Welsh Government and all with an interest in agriculture and training to make our industry attractive and a long term career prospect with opportunities for training and career progression.
24. NFU Cymru is proud of the fact that agriculture is one of the few industries in Wales with a growing workforce, 2000 extra in fact in the last couple of years. We want to work pro-actively and positively with all those who have an interest in the sector to build on the growth in opportunities in the sector going forward.
25. NFU Cymru would prefer instead to see resources currently spent on an outdated wages council, re-directed into encouraging new entrants into agriculture and expanding on the successful and popular Welsh Government Young Entrants Support Scheme.
26. NFU Cymru currently offers support to its farming members on employment law, to ensure good employer:employee relationships. When the board is abolished it is our intention to offer a package of advice for our members on the legal implications of abolition of the Board for employers. It will also be our intention to provide additional guidance on best practice, focussing on the relationship between salaries and skills and on labour market conditions so that employer's negotiations with staff on wages can reflect drivers in the wider market.

# Environment and Sustainability Committee

E&S(4)–04–13 paper 4

## Inquiry into the proposed abolition of the Agricultural Wages Board – Evidence from the Tenant Farmers Association Cymru

### **Introduction**

The Tenant Farmers Association Cymru (TFA) is pleased to have been invited to give evidence to the Environment and Sustainability Committee of The National Assembly for Wales in relation to its investigation of the future of the Agricultural Wages Board.

The TFA has long advocated the abolition of the Agricultural Wages Board and the Annual Agricultural Wages Order for England and Wales.

The TFA's opposition to the continuation of the Agricultural Wages Order does not imply that agricultural workers should not have terms and conditions which properly reflect their vital contribution to farm businesses. Indeed in recruiting farm staff it is essential to ensure that packages offered by employers attract the best, skilled individuals needed for the roles being filled. However, far from simply setting minimum rates of pay the Agricultural Wages Board and its annual Order has established a complex web of constantly changing regulations against which it is easy for farm businesses to find themselves in breach.

### **History**

The Agricultural Wages Board can trace its history back to the early years of the 20th Century and was one of a number of institutional mechanisms used for setting minimum rates of pay and conditions. However by the end of the 1980s the Agricultural Wages Board found itself as the last of those arrangements with all other similar institutions having been abolished through the post 1979 Conservative administrations.

In more recent times we have seen the rapid development of employment legislation in the wider economy for the protection of employee rights including the development of the National Minimum Wage, the implementation of the Working Time Directive, employment rights for disabled workers, equality legislation, health and safety at work, maternity and paternity rights, flexible working and statutory rules on holiday pay. With all of this development the Agricultural Wages Board has become something of an anachronism.

## **Impact**

In view of the complex nature of the regulations surrounding agricultural wages many potential employers are put off from employing individuals and make do with working more hours themselves or using family members. The number of employed workers in agriculture has been steadily declining for many years. Those employers who wish to use salary packages have difficulty in meeting the letter of the Agricultural Wages Order as do those who employ individuals both for farm and non-farm activities.

The TFA is also aware of a reluctance amongst some in the farming community to provide placements for work experience, therapeutic opportunities, rehabilitation of offenders or drug addicts and alcoholics for fear of falling foul of the complex regulations. The TFA believes that there would be many more opportunities for this type of activity on farm in the absence of the overbearing provisions of the Agricultural Wages Order.

It is not so much the rates of pay that are the problem, evidenced by the fact that average earnings for farm workers are, year-on-year, significantly above the minimum rates set out by the Board, but the large number of additional requirements relating to sick pay, night work, dog allowances, accommodation allowances, travelling time and overtime rates. A simpler, flexible system based on the rules which apply in the wider economy will be a benefit to all.

## **Conclusion**

Significant advances have been made in employment legislation more generally outpacing the Agricultural Wages Board which has failed to modernise. The time is right for its abolition. If the decision is made to bring the statutory arrangements to an end the TFA would not see any benefit in Wales establishing its own provisions.

Tenant Farmers Association (Cymru)

5 Brewery Court

Theale

Reading

RG7 5AJ

t. 0118 930 6130

f. 0118 930 3424

e. [wales@tfa.org.uk](mailto:wales@tfa.org.uk)

w. [www.tfacymru.org.uk](http://www.tfacymru.org.uk)

18 January 2013

gwd/1605

# Eitem 6

## Environment and Sustainability Committee

E&S(4)-04-13 paper 5

### Local Development Plans & Population/Household Projections – The Planning Inspectorate



The Planning Inspectorate  
Yr Arolygiaeth Gynllunio

#### Introduction and context

PINS Wales is a Directorate within the Planning Inspectorate, which is an agency within both the Department for Communities and Local Government in England and the Welsh Government. PINS Wales is based in Crown Buildings, Cathays Park, Cardiff. In addition to dealing with a wide range of planning and other environmental appeals on behalf of Ministers, Planning Inspectors are appointed to conduct public examinations under Section 64(5) of the Planning and Compulsory Purchase Act 2004 into Local Development Plans to establish whether or not they met the tests of soundness set out in Local Development Plans (LDP) Wales. These comprise:

- (i) **Procedural tests:**
  - P1- whether it been prepared in accordance with the Delivery Agreement with WG, including the community involvement scheme;
  - P2 – whether it has been subject to sustainability appraisal;
- (ii) **Consistency tests:**
  - C1 – a land use plan that has regard to other relevant plans, policies and strategies relating to the area and to adjoining areas;
  - C2 – has regard to national policy;
  - C3 – has regard to the Wales Spatial Plan;
  - C4 – has regard to the relevant community strategy/ies;
- (iii) **Coherence and effectiveness tests:**
  - CE1 – sets out a coherent strategy from which policies and allocations flow and, where cross boundary issues are relevant, it is compatible with the development plans of neighbouring LPAs;
  - CE2 – the strategy, policies and allocations are realistic and appropriate having considered the relevant alternatives and found upon a robust evidence base;
  - CE3 – there are clear mechanisms for implementing and monitoring;
  - CE4 – it is reasonably flexible to enable it to deal with changing circumstances.

That written and oral examination follows a process of public consultation by the relevant Local Planning Authorities on their proposed LDPs, and their refinement through proposed focus changes, that culminates with the **submission** of the LDP. Normally, an examination should be completed within 12 months from the date of submission to PINS.

### **Current position**

To date, planning Inspectors have examined and issued reports finding 6 LDPs 'sound' (PCNPA - Sept 2010; Caerphilly - Nov 2010; RCT - March 2011; Merthyr Tydfil - May 2011; SNPA - July 2011; Blaenau Gwent - Dec 2012). The report in respect of Pembrokeshire has now also been sent to the LPA.

There are currently on-going examinations in respect of BBNPA; Torfaen; Ceredigion and Denbighshire, all of which have had to be suspended or delayed to enable further evidence to be adduced and changes proposed in response to issues considered at the hearing sessions. The examinations in respect of Bridgend, Conwy and Monmouthshire LDPs are also on-going.

We expect to receive Newport's and Carmarthenshire's LDPs in the mid to late Spring / summer 2013 with NPT and Powys early next year.

In addition, partial examinations took place in respect of Cardiff and Wrexham, both of which were withdrawn following the inspectors' initial comments in March 2010 and March 2012 respectively.

### **Response to Questions**

*Question 1: The extent to which Local Planning Authorities have been involved in developing and are supportive of the assumptions behind the Welsh Government's projections*

PINS is not involved with the preparation and production of household projections. However, those projections form part of the evidence base that is used during LDP examinations.

I am unable to comment upon the extent to which LPAs have been involved, although am aware that there are sub-National working groups comprising LPA statisticians and planning officers set up to establish appropriate assumptions to be used in calculating the WG projections. For example, from evidence given at the Denbighshire LDP examination, we are aware of Conwy Council's involvement in this process and understand that that Council has a working relationship with its neighbours.

The extent to which LPAs/NPAs have been supportive of the assumptions behind the projections is likely to depend largely on whether they are content with the number of new dwellings the projections say their LDPs should provide. Importantly, however, PPW 9.2.2 says that the WG household projections should form the starting point for assessing housing

requirements and that LPAs must justify any deviation by reference to the criteria set out in para 9.2.1. Those include, amongst other things, local housing need & strategies, environmental and infrastructure capacity. This is often an issue for discussion at the LDP examination.

Denbighshire sought to challenge the household projections by arguing that the forecast for migration was based on a trend taken from too short a period and as a consequence was unreliable. Bridgend has also questioned the WG projections because of changes in household size that has informed the figures. Wrexham also challenged the projections on statistical grounds, again largely associated with cross-border migration from Chester and its surroundings in the context of a draft Core Strategy based upon the Regional Spatial Strategy for that English region.

RCT and Blaenau Gwent allocated more than required by the projections. The inability to meet the WG's household projections does not appear to have been an issue at Pembrokeshire NPA or County, Caerphilly, Merthyr Ceredigion or Conwy. Cardiff's LDP was planning to meet the need but, amongst other matters, in a manner that was inconsistent with PPW policy in terms of reliance upon brown-field and issues concerning delivery. Brecon did not dispute WG's household projections although their LDP housing target was based on supply and environmental capacity.

It would appear therefore that LPAs, on the whole, have been supportive of the household projections: problems have been connected to manner of their delivery on the ground.

*Question 2: The technical and resource requirements for Local Planning Authorities being able to prepare their own policy based forecasts, including being able to compile sufficient evidence to defend these at a Local Development Plan Examination in Public.*

I cannot comment upon the resources available to LPAs, but it is self evident that if LPAs prepared their own projections, this could lengthen the timescales involved in preparing their plans. Moreover, it is also clear that the WG projections are taken as a robust and impartial starting point for the LDP examination. Any deviation from these has to be justified through evidence submitted to the examination, as is currently occurring at the Bridgend examination, where Cambridge Econometrics has been engaged by the LPA.

BBNPA has also appointed Nathaniel Lichfield & Partners to carry out an assessment of the future need for housing using their own HEaDROOM methodology to assess various economic and demographic forecasts, trends and factors, including WG's projections. Denbighshire did produce its own projections, but relied on Conwy LPA to do so for them.



*Question 3: How far Local Planning Authorities have been collaborating at a regional or sub-regional level on forecasting work as an input to Local Development Plans.*

WG projections are trend based. Therefore LDPs need to be regionally acceptable to meet the tests of soundness C1 and CE2.

We are aware that there are regional planning groups to develop collaborative working. In north-west Wales, there is a Memorandum of Understanding signed up to by LPAs that apportions the WG projections to the individual LDPs. In the case of the SNPA examination, this provided a sound evidence base. The SE Wales Spatial Planning Group has also been active and produced a regional housing apportionment exercise published in 2006. However, these projections were not endorsed by the development industry and were subsequently superseded by the 2006 and 2008 based WG projections.

*Question 4: The extent to which the time taken to agree local population and housing numbers is responsible for delays in bringing forward Local Development Plans.*

Given the role of PINS in the examination process, I cannot comment upon the reasons why delay might have occurred in bringing forward or submitting LDPS for examination. PINS' involvement starts with the submission of the LDP.

However, following their submission to PINS, a number of examinations have been delayed and two LDPs have been withdrawn. Methyr Tydfil was one of the first LDPs to be submitted and incurred some delay because of its complexity and the number of proposed changes to the plan following its submission. Denbighshire submitted its LDP for examination in August 2011. The final hearings will be held next month, the hearings having been adjourned in order to enable the LPA to show how the housing projections could be reflected in the site allocations. Wrexham's LDP was withdrawn for similar reasons. BBNPA and Ceredigion LDP examinations have been delayed, again to enable issues raised at the hearings to be addressed by the LPA. Both examinations are now nearing completion. Therefore only two of the delays have directly associated with household projections.

*Question 5: How revised projections to be produced in 2013, based on the results of the 2011 Census of Population, will be taken into account in the Local Development Plan process.*

As stated above, PPW requires the latest WG household projections to be the starting point for assessing housing requirements. Thus, in order to reflect the requirements of paragraph 9.2.2 of PPW, the production of the 2013 household projections may delay submissions so as to enable the

LPAs to assess the implications for their LDPs. I understand that the 2013 projections are likely to become available in the Autumn of 2013.

The extent of any delay will depend on how quickly LPAs can carry out this assessment and the extent to which the LDP target differs from the household projections.

The appointed inspector will be obliged to have regard to the latest projections and where necessary following the start of the examination, require the LPA to produce further evidence to show how they have been taken into account and will be reflected in the LDP.

R.M.Poppleton DipTP, DMS, MRTPI, JP  
Director of PINS Wales

---

## Y Pwyllgor Amgylchedd a Chynaliadwyedd

E&S(4)-04-13 papur 6

### Cynlluniau Datblygu Lleol ac Amcanestyniadau Poblogaeth/Aelwydydd – Datganiad Sefyllfa Llywodraeth Cymru (Yr Is-adran Gynllunio)

#### Cyd-destun CDLlau

- 1 Mae Polisi Cynllunio Cymru (PCC) ochr yn ochr â Nodiadau Cyngor Technegol (TAN), Nodiadau Cyngor Technegol Mwynau (MTAN) a Chylchlythyrau yn rhoi'r fframwaith polisi cynllunio i Gymru.
- 2 Yng Nghymru, mae'n rhaid i bob awdurdod cynllunio lleol lunio cynllun datblygu lleol (CDLI) ar gyfer ei ardal (Deddf Cynllunio a Phrynu Gorfodol 2004, adrannau 69 a 76). Y CDLI fydd y cynllun datblygu statudol ar gyfer ardal yr awdurdod cynllunio lleol ac, ar ôl iddo gael ei fabwysiadu, bydd yn disodli unrhyw gynllun datblygu sy'n bodoli eisoes. Mae'n nodi strategaeth yr awdurdod ar gyfer datblygu a defnyddio tir a darparu'r seilwaith ffisegol a chymdeithasol i ddiwallu anghenion yr ardal, gan edrych rhwng 10 a 15 mlynedd i'r dyfodol.
- 3 Mae Cynllun Datblygu Lleol Cymru 2005 yn rhoi mwy o fanylion am y cyd-destun ar gyfer CDLlau, eu ffurf a'u cynnwys, yr angen i gynnal asesiad amgylcheddol strategol, yn ogystal â'r broses o lunio cynllun. Mae cadernid y dystiolaeth sy'n ategu'r cynllun/polisiau yn hanfodol i lunio CDLI ac mae angen sicrhau ei bod yn ddigon cadarn i ddangos y gellir ystyried bod y cynllun yn 'gadarn' ac felly ei fabwysiadu. Mae CDLlau Cymru yn nodi deg prawf y mae'n rhaid eu bodloni er mwyn i CDLI gael ei ystyried yn 'gadarn'. Yn benodol, mae prawf CE2 yn nodi:  
  
*“Mae'r strategaeth, y polisiau a'r dyraniadau yn realistig ac yn briodol ar ôl ystyried y dewisiadau amgen perthnasol ac maent wedi'u seilio ar sail tystiolaeth gadarn a chredadwy.”* (CDLlau Cymru, paragraff 4.35)
- 4 Yr awdurdod cynllunio lleol sy'n gyfrifol am lunio CDLI. Wrth asesu'r sail dystiolaeth gall awdurdodau lleol naill ai fwrw ymlaen â'r gwaith yn unigol, neu gydweithio pan fydd goblygiadau gofodol ehangach i faterion. Mae hyn yn wirfoddol yn hytrach na rhagnodol. Mae Llywodraeth Cymru yn annog awdurdodau lleol i gydweithio, lle y bo'n briodol, er mwyn darparu sail dystiolaeth gadarn, lleihau costau ac osgoi dyblygu. Fodd bynnag, gall amseriad gwahanol Gynlluniau Datblygu Lleol effeithio ar b'un a yw'n briodol i awdurdodau lleol gydweithio ac a allant wneud hynny. Mae CDLlau Cymru yn nodi:  
  
*“Bydd materion o natur strategol sy'n effeithio ar fwy nag un awdurdod lleol yn gofyn am ymgynghori a chydweithio rhwng pob awdurdod y mae'n debygol yr effeithir arno.”* ..... *“Dylid integreiddio gwaith trawsffiniol mewn CDLlau lle y bo'n berthnasol.”* (CDLlau Cymru, paragraff 2.2.1)
- 5 Ar ôl cwblhau'r holl dystiolaeth berthnasol i ategu'r cynllun cyfan, nid dim ond cymhariaeth â'r amcanestyniadau Poblogaeth ac Aelwydydd, ac ar ôl bodloni'r gofynion statudol fel y'u nodir yn y Rheoliadau Cynllunio Gwlad a Thref (Cynllun

Datblygu Lleol) (Cymru) 2005 a deddfwriaeth Ewropeaidd briodol, mae awdurdod cynllunio lleol wedyn yn cyflwyno'r hyn yr ystyria yn Gynllun Datblygu Lleol 'cadarn' i Weinidogion Cymru.

- 6 Ar ôl cyflwyno'r cynllun penodir Arolygydd annibynnol o Arolygiaeth Gynllunio Cymru i benderfynu a ellir ystyried bod y CDLI yn 'gadarn'. Mae'r Arolygydd yn adolygu'r holl sylwadau a wnaed ynghylch y cynllun, gan gynnwys unrhyw sylwadau a wnaed gan Lywodraeth Cymru, yn ystyried yr holl dystiolaeth sy'n ategu'r cynllun, yn ogystal â chynnal archwiliad cyhoeddus sy'n galluogi pob rhanddeiliaid i fynegi ei farn cyn cyhoeddi adroddiad cyfrwymol. Bydd cyfleu'n glir sut mae'r CDLI wedi ystyried amcanestyniadau Poblogaeth ac Aelwydydd Llywodraeth Cymru neu'r rhesymau dros wro oddi wrth yr amcanestyniadau hynny (os bydd hynny wedi digwydd) yn un elfen o gasgliadau ac argymhellion yr Arolygydd.

A yw Llywodraeth Cymru yn pennu targed tai i'w gyflawni gan awdurdodau lleol yn eu CDLI?

- 7 Nac ydyw.  
Nid yw Llywodraeth Cymru yn pennu lefel benodol o dai ar gyfer pob awdurdod lleol. Cyn yr amcanestyniadau wedi'u seilio ar ffigurau 2006 a 2008, ni fyddai'r hen Swyddfa Gymreig yn cyfrifo Amcanestyniadau Poblogaeth ac Aelwydydd Is-genedlaethol ar gyfer Cymru ond byddai'n cyhoeddi canlyniadau'r rhai a gynhyrchwyd gan eraill. Yr amcanestyniadau hyn oedd y man cychwyn ar gyfer asesu gofynion tai ar gyfer awdurdodau lleol. Am resymau methodolegol roedd yr amcanestyniadau hyn ar lefel ranbarthol ac nid oeddent wedi'u dadgyfuno i awdurdodau lleol penodol. O fewn pob rhanbarth dylai awdurdodau lleol gydweithio, â rhanddeiliaid priodol, i benderfynu ar ddarpariaeth tai ar lefel awdurdod lleol. (Datganiad Polisi Cynllunio Interim y Gweinidog 01/2006 - Tai, paragraff 9.2.2).
- 8 Ar gyfer yr amcanestyniadau poblogaeth ac aelwydydd wedi'u seilio ar ffigurau 2006 a 2008 ar lefel awdurdod unedol cynhyrchodd Llywodraeth Cymru yr amcanestyniadau, wedi'u llywio gan Grwpiau Cyngor Technegol. Darparodd yr amcanestyniadau sail dystiolaeth fwy cywir i helpu awdurdodau lleol i lunio eu CDLI. Mae'r amcanestyniadau yn amcanestyniadau yn seiliedig ar dueddiadau h.y. maent yn rhoi syniad o dwf yn y dyfodol yn seiliedig ar dueddiadau diweddar. Nid ydynt yn rhagolygon yn seiliedig ar bolisi o'r hyn a all ddigwydd ac nid ydynt yn darparu ar gyfer effeithiau polisiâu llywodraeth leol neu ganolog na ffactorau economaidd-gymdeithasol ar lefelau poblogaeth a chyfansoddiad a dosbarthiad aelwydydd a newidiadau i aelwydydd yn y dyfodol.
- 9 Mae amcanestyniadau is-genedlaethol ac amcanestyniadau awdurdodau lleol yn hollbwysig am eu bod yn cael eu defnyddio fel y man cychwyn ar gyfer llunio CDLI. Mae Polisi Cynllunio Cymru (PCC, paragraff 9.2.2) yn nodi:

*"Y man cychwyn ar gyfer asesu'r gofynion o ran tai fydd amcanestyniadau diweddaraf Llywodraeth Cymru o aelwydydd fesul awdurdod lleol."*

*"Dylai awdurdodau cynllunio lleol ystyried pa mor briodol yw'r amcanestyniadau i'w hardaloedd, ar sail yr holl ffynonellau o dystiolaeth leol sydd ar gael iddynt, gan gynnwys yr angen am dai fforddiadwy yn ôl eu Hasesiad o'r Farchnad Dai Leol."*

*“Os yw awdurdodau cynllunio lleol yn awyddus i wyro oddi wrth amcanestyniadau Llywodraeth Leol, trwy ddefnyddio eu hamcanestyniadau eu hunain ar sail polisi, rhaid iddynt egluro'r rhesymeg y tu ôl iddynt yn nhermau'r materion a restrir ym mharagraff 9.2.1 uchod (mae'n cyfeirio at PCC).”*

- Ai dim ond un amcanestyniad yn unig y mae Llywodraeth Cymru yn ei gynhyrchu?
- 10 Na.  
Mae'r amcanestyniadau yn ymgorffori amrywiolyn uchel ac isel, ar y naill ochr a'r llall i'r prif amcanestyniad, a hynny er mwyn cydnabod, os caiff elfennau gwahanol eu hamrywio, y ceir canlyniadau gwahanol, er enghraifft tybio y ceir gwahanol gyfraddau ffrwythlondeb. Cynhyrchir amcanestyniad dim mudo hefyd er mwyn nodi'r cynnydd rhagamcanol yn y boblogaeth pe na bai unrhyw fudo. Mae cynhyrchu amcanestyniadau amrywiadol yn sicrhau mwy o dryloywder ac yn cyflwyno elfen o ansicrwydd drwy alluogi defnyddwyr i ystyried yr effaith ar y boblogaeth neu aelwydydd os bydd cyfraddau ffrwythlondeb, marwolaethau a mudo yn y dyfodol yn wahanol i'r tybiaethau a wnaed ar gyfer y prif amcanestyniad. Mae amcanestyniadau amrywiadol yn ddull a gydnabyddir yn rhyngwladol o ddangos y cysylltiad ansicrwydd ag amcanestyniadau poblogaeth.
- A all awdurdodau lleol gael gafael ar ddata a methodoleg i gynhyrchu'r amcanestyniadau?
- 11 Gallant.  
Datblygwyd yr Amcanestyniadau Aelwydydd a Phoblogaeth wedi'u seilio ar ffigurau 2006 a 2008 gan ddefnyddio Grwpiau Cyngor Technegol (TAG) (Gweithgor Amcanestyniadau Poblogaeth Is-genedlaethol Cymru a Gweithgor Amcanestyniadau Aelwydydd Is-genedlaethol Cymru). Darparodd y grwpiau hyn fforwm ar gyfer trafod y fethodoleg a'r data sylfaenol a chytuno arnynt. Roedd y grwpiau hyn yn cynnwys swyddogion o awdurdodau lleol, er enghraifft Cyngor Caerdydd, Ceredigion, Conwy a Bro Morgannwg. Yn dilyn trafodaethau ac ar ôl cyhoeddi'r amcanestyniadau, trefnodd Llywodraeth Cymru fod y data sylfaenol a'r fethodoleg ynghyd â meddalwedd POPGroup a Housegroup ar gael i bob awdurdod lleol. Felly, gall awdurdodau lleol wneud rhagor o waith modelu, gan ystyried amgylchiadau lleol manylach, os yw hynny'n briodol, er mwyn cynhyrchu allbynnau amgen. Bydd ansawdd y dystiolaeth yn allweddol i ddangos a ellir ystyried bod CDLI yn 'gadarn'.
- A all awdurdodau lleol wyro oddi wrth amcanestyniadau Llywodraeth Cymru?
- 12 Gallant.  
Gyda mynediad at y model amcanestyn, y data sylfaenol a'r tybiaethau sy'n ategu'r model, yn ogystal ag amrywiaeth o dystiolaeth ychwanegol a goladwyd gan yr awdurdod lleol wrth lunio ei Gynllun Datblygu Lleol, os bydd tystiolaeth arall yn nodi lefel wahanol o ddarpariaeth gall hyn fod yn rheswm dros wyro. Mae cadernid y fath dystiolaeth yn hanfodol ac fe'i profir gan yr Arolygydd penodedig drwy'r broses archwilio. Hefyd, bydd angen cyfleu'n glir y goblygiadau i'r cynllun a'r ardal os na ddilynir yr amcanestyniadau.
13. Ymhlith yr enghreifftiau o awdurdodau lleol lle mae hyn wedi digwydd mae Cyngor Caerdydd, Cyngor Ceredigion a Chyngor Sir Ddinbych. Mae arbenigwyr ystadegol o'r awdurdodau lleol hyn wedi ystyried y tybiaethau a wnaed yn amcanestyniadau Llywodraeth Cymru ac wedi dod i'r casgliad y gallai amgylchiadau lleol nodi canlyniad gwahanol. Naill ai drwy waith modelu mewnol neu drwy gomisiynu

ymgynghorwyr allanol (Caerdydd ac Edge Analytical) mae rhagor o waith modelu manwl wedi'i wneud i nodi lefel amgen o gynnydd tai yr ystyrir ei bod yn briodol i'w hardal weinyddol. Er nad yw'r tair enghraifft hyn wedi'u mabwysiadu fel cynlluniau datblygu eto, ymddengys fod yr Arolygwyr ar gyfer Ceredigion a Sir Ddinbych a benodwyd gan gorff annibynnol yn cytuno â chasgliadau'r awdurdodau lleol. Mae hyn wedi arwain at lai o ddarpariaeth tai ar gyfer Sir Ddinbych o gymharu ag amcanestyniadau diweddaraf Llywodraeth Cymru (tua 1,500 o unedau) gyda Cheredigion yn ceisio mwy o ddarpariaeth. Wrth ymateb i Ddewis Strategaeth CDLI Cyngor Caerdydd, roedd Llywodraeth Cymru o'r farn y byddai'r gwaith technegol a wnaed gan ymgynghorwyr allanol yn galluogi'r cyngor i fod mewn sefyllfa gref i gyfiawnhau ei gasgliadau.

#### Sut y caiff Cyfrifiad Poblogaeth 2011 ei ystyried?

- 14 Yr amcanestyniadau wedi'u seilio ar ffigurau 2008 yw'r amcanestyniadau diweddaraf gan Lywodraeth Cymru y mae'n briodol eu hystyried. Er bod rhannau o gyfrifiad 2011 wedi'u cyhoeddi ni fydd y data sydd ei angen i gynhyrchu amcanestyniadau poblogaeth ac aelwydydd o ansawdd da, wedi'u seilio ar Gyfrifiad 2011, ar gael tan yn ddiweddarach yn 2013. Felly, nid oes gennym amcanestyniadau poblogaeth nac aelwydydd cymaradwy wedi'u seilio ar ddata 2011 eto. Rhagwelir na fydd data cymaradwy (wedi'i seilio ar ddata 2011) ar gael tan hydref 2013.
- 15 Ni olyga hyn nad yw awdurdodau cynllunio lleol yn ymwybodol o'r data diweddaraf sydd ar gael a'r goblygiadau posibl i'w CDLI. Mae arbenigwyr ystadegol o awdurdodau lleol yn gweithio gyda chydweithwyr ystadegol yn Llywodraeth Cymru yn benodol i geisio deall goblygiadau'r data newydd. Golyga hyn, er y dylai'r amcanestyniadau wedi'u seilio ar ffigurau 2008 ddarparu'r data i'w ddefnyddio gan awdurdodau cynllunio lleol wrth lunio/archwilio cynllun, mae'n briodol deall goblygiadau'r data newydd a chyfleu sut mae hyn wedi dylanwadu ar y cyfeiriad teithio o ran lefel y ddarpariaeth tai mewn CDLI. Dyma'n union a wnaed pan aeth Sir Ddinbych ati i archwilio ei Gynllun Datblygu Lleol a nododd y cyngor (gyda chymorth arbenigedd gan gyngor Conwy) y dylai lefel y ddarpariaeth tai fod yn llai nag amcanestyniadau Llywodraeth Cymru a oedd wedi'u seilio ar ffigurau 2008. Ymddengys fod yr Arolygydd annibynnol wedi cytuno â'i ddull gweithredu, ei fethodoleg a'i gasgliadau.

#### A yw'r data cyfres amser yn y model yn briodol?

- 16 Ydy.  
Ar hyn o bryd mae Is-adran Ystadegol Llywodraeth Cymru yn seilio'r amcanestyniadau ar yr amcanestyniadau poblogaeth diweddaraf sydd ar gael a gwybodaeth o'r Cyfrifiad. Defnyddir amcangyfrifon blynyddol ar gyfer genedigaethau, marwolaethau a mudo i gynhyrchu amcangyfrifon poblogaeth blynyddol. Cynhyrchir yr amcanestyniadau gan ddefnyddio'r feddalwedd 'POP Group' a 'House Group'
- 17 O ran cyfnodau o amser, mae tybiaethau ynghylch ffrwythlondeb, marwolaethau a mudo yn seiliedig ar dueddiadau dros y pum mlynedd flaenorol. Mae'r cyfnod amser hwn yn cynnig cydbwysedd rhwng lleihau anwadalrwydd y tybiaethau ynghylch mudo a chael tybiaethau sy'n adlewyrchu tueddiadau diweddar. Gellid defnyddio cyfnod hwy, er y gallai hyn ynddo'i hun fod yn llai gwerthfawr pe bai'n cael ei ymestyn dros gyfnod rhy hir. Os bydd awdurdodau lleol o'r farn ei bod yn

well defnyddio cyfnod arall o amser gall hyn fod yn briodol ar yr amod y gallant gyfiawnhau i'r Arolygydd a benodwyd gan gorff annibynnol pam bod cymryd y fath gam amgen yn 'synhwyrol' ac yn berthnasol iddynt.

A all awdurdodau lleol gydweithio i ystyried amcanestyniadau a dosbarthiad tai?

18 Gallant.

Nid oes unrhyw beth mewn polisi cynllunio cenedlaethol i atal awdurdodau lleol rhag cydweithio pan fyddant yn ystyried yr amcanestyniadau. Yn wir, mae PCC (paragraffau 2.21 - 2.2.3) a Chynllun Datblygu Lleol Cymru (paragraffau 1.9 - 1.12) yn annog awdurdodau lleol i gydweithio a allai gynnwys darpariaeth a dosbarthiad tai. Gall awdurdodau lleol hefyd lunio CDLI ar y cyd, er bod hyn yn wirfoddol. Mae dau brawf 'cadernid' a ddefnyddir i farnu'r cynllun yn ymwneud yn benodol â'r mater hwn (CDLlau Cymru, paragraff 4.35):

PRAWF C1: "*Cynllun defnydd tir ydyw sy'n ystyried cynlluniau, polisiâu a strategaethau perthnasol eraill sy'n ymwneud â'r ardal neu ag ardaloedd cydffiniol.*"

PRAWF CE1: "*Noda'r cynllun strategaeth gydlynol y mae ei bolisiâu a'i ddyraniadau yn llifo ohoni yn rhesymegol a, lle bo materion trawsffiniol yn berthnasol, mae'n gytûn â'r cynlluniau datblygu a baratowyd gan awdurdodau cyfagos.*"

19 Yn Ne-ddwyrain Cymru, fel mewn rhannau eraill o Gymru, mae awdurdodau lleol wedi ffurfio grwpiau o swyddogion i drafod elfennau amrywiol o broses y CDLI, gan gynnwys darpariaeth tai. Gall deialog aeddfed, sy'n adlewyrchu'r sail dystiolaeth yn gynnar yn y broses, ei gwneud yn bosibl i ddull cynllunio ehangach gael ei ymgorffori ym mhob CDLI. Yn yr un modd, byddai'r adolygiadau o gynlluniau awdurdodau cynllunio lleol cyfagos a fabwysiadwyd yn rhoi cyfle i ystyried darparu ar gyfer tai ychwanegol sy'n deillio o gynllun a strategaeth Caerdydd. Fel rhan o'r sail dystiolaeth i ategu ei CDLI, comisiynodd Caerdydd ddarn cydweithredol o waith i ystyried lefelau twf, o ran cartrefi a swyddi, yn ogystal â materion trafndiaeth a materion amgylcheddol. Roedd y darn cydweithredol hwn o waith yn cynnwys pob awdurdod lleol cyfagos, Ffederasiwn yr Adeiladwyr Tai, Llywodraeth Cymru a sefydliadau cyfleustodau allweddol. Cyfleodd y Cadeirydd annibynnol (John Davies MBE) gasgliad y rhan fwyaf o'r cyfranwyr (ac eithrio Ffederasiwn yr Adeiladwyr Tai) fod y lefel ganolog o dwf (fel y'i cynigir yn Newis Strategaeth Caerdydd) yn briodol. Nid ystyriwyd ei fod yn amharu ar ddyheadau'r awdurdodau yn y Cymoedd o ran adfywio ond ei fod yn cyd-fynd â'u nodau a'u hamcanion.

Goblygiadau amcanestyniadau Poblogaeth ac Aelwydydd ar CDLlau a dynnwyd yn

ôl

20

Mae dau CDLI wedi'u tynnu yn ôl hyd yma, sef Caerdydd a Wrecsam. Roedd nifer fawr o resymau dros dynnu cynllun Caerdydd yn ôl, er nad oeddent yn ymwneud â lefel y ddarpariaeth tai ond â'r modd y câi'r fath ddarpariaeth ei sicrhau. Roedd CDLI Wrecsam yn cynnig y dylid gwyro oddi wrth amcanestyniadau diweddaraf Llywodraeth Cymru drwy ddarparu tua 3,500 yn llai o dai ond nid oedd unrhyw dystiolaeth o gwbl i ategu hyn. Yn dilyn tri diwrnod o graffu cyhoeddus ymddangosai na allai'r cyngor roi unrhyw dystiolaeth i gyfiawnhau'r ddarpariaeth roedd yn ei cheisio. Nid oedd wedi defnyddio'r model/data i fewnbynnu amgylchiadau lleol. Oherwydd y diffyg tystiolaeth llwyr, a diffygion eraill, daethpwyd i'r casgliad nad oedd y cynllun yn gadarn.

### Oedi o ran proses y CDLI?

- 21 Nid ymddengys fod anallu i gael gafael ar ddata neu wneud/comisiynu gwaith technegol pellach wedi dylanwadu ar yr awdurdodau cynllunio lleol hynny sydd wedi wynebu oedi o ran llunio'r cynllun ond, yn hytrach, anallu i fynd i'r afael â mater nodi tir ar gyfer gwaith datblygu sydd ei angen ar gyfer y cynllun er mwyn mynd i'r afael â'r materion a nodwyd gan yr awdurdod lleol. Mae etholiadau lleol a'r broses wleidyddol hefyd wedi cael effaith.

### Crynodeb

- 22 Mae proses y CDLI yn seiliedig ar yr awdurdod lleol yn cyflwyno cynllun yr ystyria ei fod yn 'gadarn', yn seiliedig ar dystiolaeth gadarn. Darpariaeth tai fydd un o'r prif broblemau i'w datrys ynghyd â'r hyn y mae awdurdod lleol yn anelu at ei gyflawni. Mae i'r nod o fod yn ddinas Ewropeaidd o'r Radd flaenaf, fel yn achos Caerdydd, oblygiadau ar gyfer darparu cartrefi i ddarparu ar gyfer twf economaidd. Nid yw Llywodraeth Cymru yn rhagnodi lefel o ddarpariaeth tai - mae'n rhoi'r fframwaith ar gyfer llunio cynlluniau. Yn hytrach na gwrthod cynlluniau, rôl y Llywodraeth yw sicrhau, pan gaiff cynlluniau eu cyflwyno, eu bod yn seiliedig ar dystiolaeth gadarn. Nid yw'r ymagwedd hon at gynllunio yn un newydd ac nid oes unrhyw reswm pam na all cynllunwyr cymwys ymgymryd â'r ymarfer hwn wrth lunio cynllun. Lluniwyd yr Amcanestyniadau Poblogaeth a Chartrefi er mwyn cynorthwyo awdurdodau lleol, nid rhagnodi canlyniadau.

Mark Newey Dip T.P., MRTPI  
Pennaeth y Gangen Gynlluniau  
Yr Is-adran Gynllunio, Llywodraeth Cymru

09/01/13



## Y Pwyllgor Amgylchedd a Chynaliadwyedd

E&S(4)-04-13 papur 7

### **Cynlluniau datblygu lleol a ffigurau poblogaeth/aelwydydd: Paratoi a chyhoeddi amcanestyniadau Poblogaeth ac Aelwydydd ar gyfer Awdurdodau Lleol yng Nghymru – Llywodraeth Cymru (Gwasanaethau Gwybodaeth a Dadansoddi)**

#### Diben

1. Mae'r papur hwn yn amlinellu pa amcanestyniadau poblogaeth ac aelwydydd sydd ar gael ar gyfer Cymru ac ardaloedd yng Nghymru; sut y cânt eu llunio a rhai o'r cyfyngiadau o ran eu defnyddio; sut y caiff awdurdodau lleol yng Nghymru ddata, meddalwedd a chynghor i'w galluogi i wneud rhagor o waith modelu, gan ystyried amgylchiadau lleol manylach, os yw hynny'n briodol, er mwyn llunio amcanestyniadau lleol amgen i'w hystyried wrth baratoi cynlluniau Datblygu Lleol; a phryd y bydd y set nesaf o amcanestyniadau ar gael.

#### Amcanestyniadau poblogaeth ac aelwydydd a baratowyd ar gyfer Cymru

##### **2. Amcanestyniadau ar gyfer Cymru**

- Mae amcanestyniadau poblogaeth yn amcangyfrif maint y boblogaeth yn y dyfodol, ac maent yn seiliedig ar ragdybiaethau ynghylch cyfraddau genedigaethau, marwolaethau a mudo. Mae'r tybiaethau'n seiliedig ar dueddiadau diweddar yng Nghymru.
- Mae'r Swyddfa Ystadegau Gwladol (SYG) yn llunio amcanestyniadau poblogaeth cenedlaethol ar gyfer Cymru, a gwledydd eraill y DU. Llunnir y rhain bob dwy flynedd fel arfer. Ers y set sy'n seiliedig ar 2006, mae Llywodraeth Cymru wedi bod yn gyfrifol am lunio amcanestyniadau poblogaeth ar gyfer awdurdodau lleol yng Nghymru<sup>1</sup>.
- Datblygwyd yr amcanestyniadau poblogaeth ar gyfer awdurdodau lleol mewn cydweithrediad agos ag awdurdodau lleol a defnyddwyr allweddol yng Nghymru .

3. Pan baratowyd yr amcanestyniadau poblogaeth diweddaraf (yn seiliedig ar 2008) rhoddwyd taflen ganllaw i ddefnyddwyr yr amcanestyniadau. Mae'r daflen hon ar gael yma:

<http://wales.gov.uk/topics/statistics/publications/popprojectionsguidance08/?skip=1&lang=cy>

---

<sup>1</sup> Cyn yr amcanestyniadau yn seiliedig ar 2006, comisiynwyd y Swyddfa Ystadegau Gwladol (SYG) i lunio amcanestyniadau ar gyfer awdurdodau lleol yn seiliedig ar 1998 ac yna 2003 gan ddefnyddio'r model a ddefnyddiwyd ar gyfer amcanestyniadau awdurdodau lleol yn Lloegr. Fodd bynnag, yn ystod y broses sicrhau ansawdd, ar gyfer y ddwy set hyn o amcanestyniadau, penderfynwyd peidio â chyhoeddi'r amcanestyniadau ar lefel awdurdod lleol, gan nad oedd y fethodoleg wedi cynhyrchu canlyniadau cyson ac ystyrlon ar y lefel hon. O dan fethodoleg SYG, ar gyfer pob blwyddyn y lluniwyd amcanestyniadau ar ei chyfer, graddiwyd y cyfraddau ffrwythlondeb a marwolaethau lleol (ALI) fel bod y cyfraddau cenedlaethol a niferoedd amcanestynedig y genedigaethau a marwolaethau yn gyson â'r amcanestyniadau cenedlaethol. Er bod graddio'r cyfraddau genedigaethau a marwolaethau wedi sicrhau bod cyfanswm y genedigaethau a marwolaethau yn gyson â'r amcanestyniadau cenedlaethol, nid oedd y cyfraddau lleol yn adlewyrchu tueddiadau lleol diweddar. Arweiniodd hyn at gyhoeddi'r amcanestyniadau ar lefel ranbarthol yn unig.

4. Un o negeseuon allweddol y daflen ganllaw yw mai dim ond nodi'r hyn a all ddigwydd os bydd tueddiadau diweddar yn parhau y mae'r amcanestyniadau'n ei wneud a bod cyfyngiadau penodol o ran defnyddio amcanestyniadau poblogaeth:

#### **5. Cyfyngiadau amcanestyniadau poblogaeth**

- Amcanestyniadau yn seiliedig ar dueddiadau yw'r amcanestyniadau poblogaeth ar gyfer awdurdodau lleol. Nid ydynt yn rhagolygon yn seiliedig ar bolisi ac nid ydynt yn darparu ar gyfer effeithiau polisiâu llywodraeth leol neu ganolog ar lefelau poblogaeth, dosbarthiad na newidiadau yn y dyfodol.
  - Oherwydd maint llifau mudo, yn achos rhai awdurdodau lleol, mae tybiaethau ynghylch mudo yn bwysicach na thybiaethau ynghylch ffrwythlondeb a marwolaethau. Felly, gall tybiaethau ynghylch mudo gael effaith sylweddol ar ardaloedd penodol yn yr hirdymor.
  - Er mwyn dangos yr ansicrwydd sy'n gysylltiedig ag amcanestyniadau poblogaeth, cyhoeddwyd hefyd amcanestyniadau amrywiadol ar y cyd â'r prif amcanestyniadau poblogaeth.
  - Dylid felly ystyried y prif amcanestyniadau yn fan cychwyn, ac anogir awdurdodau lleol i lunio eu hamrywiolion eu hunain.
  - Daw amcanestyniadau yn fwy ansicr wrth i ni geisio edrych ymhellach i'r dyfodol.
6. Rhoddodd y ddogfen ganllaw hefyd gyngor ynghylch pryd i ddefnyddio amcanestyniadau cenedlaethol ac awdurdod lleol:
    - Mae'r dull a ddefnyddiwyd i ddatblygu'r amcanestyniadau poblogaeth hyn ar gyfer awdurdodau lleol yn cynnwys defnyddio data a thueddiadau ar gyfer awdurdodau lleol, ond heb orfodi'r amcanestyniadau ar gyfer awdurdodau lleol i gyfateb i boblogaeth amcanestynedig cenedlaethol Cymru.
    - Er bod yr amcanestyniadau ar gyfer awdurdodau lleol a'r amcanestyniadau cenedlaethol yn dangos patrwm tebyg, argymhellir y dylid defnyddio'r amcanestyniadau poblogaeth ar gyfer awdurdodau lleol a lunnir gan Lywodraeth Cymru wrth gymharu poblogaeth amcanestynedig un awdurdod lleol neu fwy yng Nghymru .
    - Dim ond wrth edrych ar boblogaeth amcanestynedig un awdurdod lleol neu fwy fel canran o gyfanswm Cymru y dylid defnyddio cyfanswm yr amcanestyniadau ar gyfer awdurdodau lleol.
    - Wrth edrych ar boblogaeth amcanestynedig Cymru gyfan neu ei gymharu â gwledydd eraill y DU, dylid defnyddio'r amcanestyniadau poblogaeth cenedlaethol ar gyfer Cymru a luniwyd gan SYG.

#### **7. Amcanestyniadau Aelwydydd ar gyfer Cymru**

- Yn debyg iawn i amcanestyniadau poblogaeth, mae amcanestyniadau aelwydydd yn amcangyfrif nifer yr aelwydydd yn y dyfodol, ac maent yn seiliedig ar dybiaethau am dwf y boblogaeth a chyfansoddiad a maint aelwydydd yn y dyfodol. Mae'r tybiaethau yn seiliedig ar dueddiadau yn y gorffennol ac felly dim ond nodi'r hyn a all ddigwydd os bydd tueddiadau diweddar yn parhau y mae'r amcanestyniadau'n ei wneud. Nid ydynt yn rhagolygon sy'n seiliedig ar bolisi.
- Mae'r amcanestyniadau aelwydydd yn seiliedig ar amcanestyniadau poblogaeth sy'n seiliedig ar dybiaethau ynghylch ffrwythlondeb, marwolaethau a mudo. Byddai newid y tybiaethau sylfaenol hyn yn arwain at ganlyniadau gwahanol ar gyfer niferoedd amcanestynedig yr aelwydydd yn y dyfodol.
- Er mwyn dangos yr ansicrwydd sy'n gysylltiedig ag amcanestyniadau aelwydydd, cyhoeddwyd hefyd amcanestyniadau amrywiadol ar y cyd â'r prif amcanestyniadau poblogaeth.
- Gan mai proses gronol yw newid demograffig, daw amcanestyniadau'n fwy ansicr wrth i amser fynd yn ei flaen.

Fel gydag amcanestyniadau poblogaeth, mae cyfyngiadau penodol o ran y modd y gellir defnyddio amcanestyniadau aelwydydd, a amlinellir yn y cyhoeddiadau a gyhoeddir ar y cyd â'r amcanestyniadau.

## Y dull o lunio amcanestyniadau poblogaeth ac aelwydydd ar gyfer awdurdodau lleol yng Nghymru

8. Mae SYG yn llunio amcanestyniadau poblogaeth cenedlaethol ar gyfer y DU a'i phedair gwlad gyfansoddol (gan gynnwys Cymru) fel arfer bob dwy flynedd. Mae'r rhain yn canolbwyntio ar gyfnod o 25 mlynedd. Mae'r amcanestyniadau poblogaeth cenedlaethol diweddaraf ar gyfer Cymru yn seiliedig ar 2010 ac fe'u cyhoeddwyd gan SYG ym mis Hydref 2011. Mae crynodeb o'r canlyniadau ar gyfer Cymru ar gael ym Mwletin Ystadegol Llywodraeth Cymru, [SB 103/2011 National Population Projections 2010-based](#).
9. Ar y cyfan, mae Amcanestyniadau Poblogaeth ar Gyfer Awdurdodau Lleol yng Nghymru ac Amcanestyniadau Aelwydydd ar gyfer Cymru wedi'u diweddarau bob dwy flynedd. Ers y set yn seiliedig ar 2006, lluniwyd y rhain gan ystadegwyr Llywodraeth Cymru (Llywodraeth Cynulliad Cymru yn flaenorol). Ar gyfer pob set o amcanestyniadau, llunnir *Adroddiad Cryno* sy'n cymharu ac yn cyferbynnu'r patrymau ym mhob awdurdod lleol. O ran yr Amcanestyniadau Poblogaeth ar gyfer Awdurdodau Lleol, mae *Adroddiad Awdurdod Lleol* wedi darparu dadansoddiad manwl fesul awdurdod lleol ar gyfer pob set o amcanestyniadau. O ran yr Amcanestyniadau Aelwydydd, lluniwyd *Adroddiad Awdurdod Lleol* ar gyfer y set yn seiliedig ar 2006 ond ar gyfer y set yn seiliedig ar 2008, cynigiodd ystadegwyr ddarparu'r un dadansoddiad manwl fesul awdurdod lleol ar gais.
10. Mae'r amcanestyniadau poblogaeth ac amcanestyniadau aelwydydd diweddaraf a gyhoeddwyd ar gyfer awdurdodau lleol yng Nghymru yn seiliedig ar 2008 ac fe'u cyhoeddwyd yn 2010. Maent ar gael ar wefan Swyddfa Ystadegau Cymru drwy ddilyn y dolenni isod:  
  
*Amcanestyniadau Poblogaeth Awdurdodau Lleol Cymru (sail-2008)*  
<http://wales.gov.uk/topics/statistics/theme/population/pop-project/popproj1a/?skip=1&lang=cy>  
  
*Amcanestyniadau Aelwydydd Awdurdodau Lleol Cymru (sail-2008)*  
<http://wales.gov.uk/topics/statistics/theme/housing/estimate/hsehold-proj/?skip=1&lang=cy>
11. Mae'r amcanestyniadau poblogaeth manwl (prif amcanestyniadau ac amcanestyniadau amrywiadol) hefyd ar gael yn ôl awdurdod lleol, oedran a rhyw ar gyfer cyfnod 25 mlynedd yr amcanestyniad ar wefan system lledaenu data ystadegol ar-lein Llywodraeth Cymru, [StatsCymru](#), felly hefyd amcanestyniadau aelwydydd yn ôl awdurdod lleol a'r math o aelwyd ar gyfer yr un cyfnod. Mae hyn yn galluogi'r defnyddiwr i weld, trin a lawrlwytho data manwl.
12. Caiff amcanestyniadau Llywodraeth Cymru ar gyfer awdurdodau lleol eu llunio gan ddefnyddio methodoleg gyson. Cymhwyswyd y fethodoleg hon i bob ardal awdurdod lleol fel y gellir cymharu ardaloedd daearyddol a nodweddion demograffig. Datblygwyd y fethodoleg mewn cydweithrediad agos ag arbenigwyr o awdurdodau lleol a defnyddwyr allweddol yng Nghymru drwy ddau grŵp cyngor technegol, Gweithgor Amcanestyniadau Poblogaeth Is-genedlaethol Cymru (WASPP) a Gweithgor Amcanestyniadau Aelwydydd Is-genedlaethol Cymru (WASHP). Mae'r ddau grŵp hyn wedi bod yn is-grŵp i Bwyllgor Cyswllt Ystadegol Cymru (WSLC).

Mae'r gweithgorau'n cynnwys cynrychiolwyr â gwybodaeth am ddata demograffig ac amcanestyniadau poblogaeth neu brofiad o'u defnyddio, ac, yn achos WASHP, brofiad o ddefnyddio data tai. Mae aelodau'r grwpiau'n cynnwys pobl o awdurdodau lleol, Parc Cenedlaethol, yr Uned Ddata ac Adran Ystadegol Llywodraeth Cymru. Defnyddir arbenigedd y grwpiau hyn gan Ystadegwyr Llywodraeth Cymru wrth benderfynu ar y fethodoleg a'r canlyniadau priodol. Fodd bynnag, y Prif Ystadegydd yn Llywodraeth Cymru sy'n gwneud y penderfyniadau terfynol ynghylch methodoleg, o dan y Cod Ymarfer ar gyfer Ystadegau Swyddogol.

13. Cyfarfu'r gweithgorau hyn yn rheolaidd wrth baratoi pob set o amcanestyniadau poblogaeth neu aelwydydd gan fel fforwm ar gyfer trafodaeth dechnegol ar y fethodoleg sy'n datblygu, y data sylfaenol a hanesyddol a chyhoeddi'r amcanestyniadau. Defnyddir meddalwedd bwrpasol ar gyfer yr amcanestyniadau, sef POPGROUP a HOUSEGROUP Wales.
14. Paratowyd adroddiad technegol ar gyfer Amcanestyniadau Poblogaeth Awdurdodau Lleol ac Amcanestyniadau Aelwydydd Cymru ill dau, a roddodd esboniad manwl o'r modelau a'r rhesymeg drostynt, yn ogystal â'r cyfrifiadau, y data sylfaenol a'r modd y cyfrifwyd am anwadalrwydd wrth bennu'r tybiaethau.

*Prif amcanestyniadau ac amcanestyniadau amrywiadol*

15. O ran amcanestyniadau poblogaeth ac aelwydydd, mae nifer o amcanestyniadau ar gael yn y deunydd cyhoeddus. Mae'r prif amcanestyniad yn seiliedig ar dueddiadau diweddar o ran genedigaethau, marwolaethau a mudo yn ogystal â gwybodaeth flaenorol am gyfraddau aelodaeth aelwydydd preifat.
16. Er mwyn dangos yr ansicrwydd sy'n gysylltiedig ag amcanestyniadau, cyhoeddwyd hefyd y tri amcanestyniad amrywiadol ar gyfer pob awdurdod lleol ochr yn ochr â'r prif amcanestyniad poblogaeth. Amcanestyniadau dangosol yw'r rhai amrywiadol hyn er mwyn dangos sut mae amrywiadau posibl mewn tybiaethau ynghylch ffrwythlondeb, marwolaethau a mudo yn effeithio ar yr amcanestyniadau a sut mae'r effaith hon yn cynyddu wrth i gyfnod yr amcanestyniad fynd rhagddo. Y tri amcanestyniad amrywiadol a gyhoeddwyd yw:
  - Amcanestyniad *mudo sero* (newidiadau naturiol yn unig) er mwyn dangos poblogaeth amcanestynedig pob awdurdod lleol pe na bai unrhyw achosion o fudo mewnol neu allanol yn y dyfodol.
  - *Amrywiolyn poblogaeth uwch* sy'n seiliedig ar y dybiaeth bod cyfraddau ffrwythlondeb uwch a chyfraddau marwolaethau is.
  - *Amrywiolyn poblogaeth is* sy'n seiliedig ar y dybiaeth bod cyfraddau ffrwythlondeb is a chyfraddau marwolaethau uwch

## **Y defnydd a wneir o amcanestyniadau Poblogaeth ac Aelwydydd**

17. Mae cryn ddiddordeb mewn data poblogaeth, mudo ac aelwydydd yng Nghymru, ac felly alw mawr am amcanestyniadau ar lefel awdurdod lleol. Mae angen i'r rheini sy'n cynllunio ar gyfer y dyfodol, er mwyn darparu ystod eang o wasanaethau (gan gynnwys tai, addysg a gwasanaethau cymdeithasol) a helpu i lywio polisiâu cynaliadwy, ystyried y boblogaeth yn ôl oedran a rhyw a'r galw posibl am dai yn y dyfodol. Nid yw'r amcanestyniadau yn darparu ar gyfer effeithiau polisiâu llywodraeth leol neu ganolog nac amgylchiadau economaidd sy'n newid ar lefelau poblogaeth, dosbarthiad, newidiadau na natur aelwydydd yn y dyfodol. Fodd bynnag, maent yn ddefnyddiol fel sail i gynllunio gwasanaethau a rhagweld anghenion yn y dyfodol. Gall amcanestyniadau poblogaeth ac

aelwydydd nodi tueddiadau sy'n llywio'r cyd-destun ar gyfer datblygu polisi yn y dyfodol.

18. [Gwnaed ymdrech gref i ymgysylltu â defnyddwyr ynghylch yr amcanestyniadau poblogaeth ac aelwydydd is-genedlaethol a pharheir i wneud hynny, ac mae'r gwaith o ddatblygu'r allbynnau cyhoeddedig yn ystod y blynyddoedd diwethaf wedi llenwi bwlch mawr a nodwyd gan ddefnyddwyr.](#)
19. Ymhlith y defnyddwyr allweddol mae:
  - Gweinidogion,
  - Aelodau Cynulliad a Gwasanaeth Ymchwil yr Aelodau yng Nghynulliad Cenedlaethol Cymru.
  - Cydweithwyr yn Llywodraeth Cymru sy'n gweithio ar wasanaethau a pholisïau a gyflawnir gan awdurdodau lleol gan gynnwys Llywodraeth Leol a Chynllunio
  - Aelodau eraill o staff o fewn Cyfarwyddiaeth Ystadegol Llywodraeth Cynulliad Cymru.
  - Awdurdodau unedol Llywodraeth Cymru (aelodau etholedig a swyddogion),
  - Y GIG,
  - Parciau Cenedlaethol ac ystod eang o sefydliadau eraill.
  - Y Swyddfa Ystadegau Gwladol.
  - Adrannau eraill o'r llywodraeth.
  - Myfyrwyr, academyddion a phrifysgolion.
  - Dinasyddion unigol a chwmnïau preifat
20. Defnyddir amcanestyniadau o'r fath at ystod eang o ddibenion, gan gynnwys:
  - Cyngor i Weinidogion
  - Prawfesur gwasanaethau a rhagweld anghenion ar gyfer y dyfodol, e.e. ysgolion, darpariaeth iechyd a gwasanaethau cymdeithasol.
  - Helpu i ddsbarthu setliad refeniw Cyllid Llywodraeth Cymru.
  - Datblygu polisi.
  - Cyfrifo ystadegau pellach e.e. Amcangyfrifon ac Amcanestyniadau Aelwydydd.
  - Fel enwaduron mewn cyfraddau (e.e. cyfraddau genedigaethau).
  - Proffilio, cymariaethau a meincnodi daearyddol.
  - Dadansoddi carfannau o'r boblogaeth a thueddiadau mudo.
  - Rhagweld y galw am dai
  - Helpu i baratoi Cynlluniau Datblygu Lleol
  - Rhagweld incwm Treth Gyngor
  - Llywio trafodaeth yng Nghynulliad Cenedlaethol Cymru a'r tu hwnt.

## **Cod Ymarfer ar Ystadegau Swyddogol**

21. Gellir defnyddio amcanestyniadau poblogaeth ac aelwydydd at ystod eang o ddibenion gan ystod eang o ddefnyddwyr, felly mae'n bwysig eu bod yn cael eu paratoi yn unol â'r Cod Ymarfer ar Ystadegau Swyddogol er mwyn i ddefnyddwyr allu bod yn hyderus eu bod yn cael eu rheoli mewn modd diduedd a gwrthrychol er budd y cyhoedd, eu bod wedi'u llunio'n unol â systemau cadarn, eu bod yn diwallu anghenion defnyddwyr a nodwyd ac wedi'u hegluro'n dda, a'i bod yn hawdd cael gafael arnynt.
22. Cynhaliodd Awdurdod Ystadegau'r DU, y corff statudol sy'n gyfrifol am hyrwyddo a diogelu ystadegau swyddogol er budd y cyhoedd, asesiad o amrywiaeth o ystadegau'n ymwneud â phoblogaeth, demograffeg ac aelwydydd yng Nghymru (gan gynnwys amcanestyniadau poblogaeth ac amcanestyniadau aelwydydd awdurdodau lleol) yn

2010-11. Yn ei adroddiad<sup>2</sup> ar yr asesiad, sydd ar gael ar wefan Awdurdod Ystadegau'r DU, daw i'r casgliad canlynol:

*Mae Awdurdod Ystadegau'r DU o'r farn bod yr ystadegau a gwmpesir gan yr adroddiad hwn ar gael yn hawdd, wedi'u cynhyrchu'n unol â systemau cadarn ac wedi'u rheoli mewn modd diduedd a gwrthrychol er budd y cyhoedd, yn unol ag unrhyw bwyntiau gweithredu yn yr adroddiad hwn.*

23. Noda Awdurdod Ystadegau'r DU yn benodol fod Llywodraeth Cynulliad Cymru'n cyfathrebu'n dda â'r sawl sy'n defnyddio ei hystadegau poblogaeth a demograffeg a bod Llywodraeth Cymru wedi cynnal sioeau teithiol ar gyfer awdurdodau lleol, a oedd yn cynnwys cyflwyniadau am y gwaith o ddatblygu'r allbynnau a chanllawiau ar sut i ddefnyddio'r ystadegau.
24. Mae ei lythyr dyddiedig 20 Ionawr 2012 (sydd hefyd ar gael ar y wefan<sup>3</sup>) at Brif Ystadegydd Llywodraeth Cymru yn cadarnhau ei fod wedi adolygu'r camau a gymerwyd ers yr adroddiad ac yn cadarnhau bod yr allbynnau ystadegol yn bodloni'r Cod Ymarfer fel y gellir eu dynodi'n Ystadegau Cenedlaethol. O dan y Cod Ymarfer, rhaid i ystadegwyr ystyried anghenion defnyddwyr ond Prif Ystadegydd Llywodraeth Cymru sy'n gwneud y penderfyniadau terfynol ynghylch methodoleg ac allbynnau.

## **Y defnydd a wneir o Fethodoleg a Modelau gan Awdurdodau Lleol**

25. Yn ystod camau cynnar y prosiect i ddatblygu'r fethodoleg, roedd yn amlwg (yn arbennig yn achos amcanestyniadau aelwydydd) y dylid cyhoeddi'r data crai a'r model a ddefnyddiwyd i lunio'r amcanestyniadau i ddefnyddwyr allanol, yn arbennig awdurdodau lleol yng Nghymru. Yn sgil yr amcanestyniadau poblogaeth, mae ystadegwyr Llywodraeth Cymru wedi sefydlu cytundeb rhannu data gyda SYG er mwyn rhannu'r data perthnasol ag awdurdodau lleol. Comisiynwyd meddalwedd bwrpasol ar gyfer yr amcanestyniadau aelwydydd (sef HOUSEGROUP WALES). Darparwyd y data crai ar gyfer yr amcanestyniadau poblogaeth ac aelwydydd a'r meddalwedd HOUSEGROUP WALES i awdurdodau lleol ledled Cymru yn ogystal â defnyddwyr ar gais. Mae'r tîm ystadegau hefyd wedi cynnal gweithdai technegol ar gyfer ymchwilwyr ALI er mwyn eu helpu i ddeall a defnyddio'r meddalwedd amcanestyniadau gyda'r ffeiliau data mewnbyn sylfaenol.
26. Cafwyd adborth da gan gyfranogwyr ynghylch y gweithdai hyn a'r digwyddiadau lansio a gynhaliwyd yn 2008 mewn perthynas â'r amcanestyniadau poblogaeth ar gyfer awdurdodau lleol.
27. Llunnir yr amcanestyniadau poblogaeth ac aelwydydd gan Lywodraeth Cymru gan ddefnyddio methodoleg gyson ar gyfer awdurdodau lleol ledled Cymru. Fel y cyfryw, maent yn fan cychwyn ar gyfer dadansoddi demograffig pellach ar lefel awdurdod lleol. Serch hynny, drwy sicrhau bod y data crai a'r modelau a ddefnyddir i lunio'r amcanestyniadau ar gael, mae'n bosibl i awdurdodau lleol ddatblygu eu sefyllfaoedd eu hunain er mwyn cynllunio ar gyfer y dyfodol, yn seiliedig ar dybiaethau neu ddata amgen. Mae canllawiau gan Is-adran Gynllunio Llywodraeth Cymru yn cefnogi'r defnydd o

---

<sup>2</sup> <http://www.statisticsauthority.gov.uk/assessment/assessment/assessment-reports/assessment-report-101---statistics-on-population--demography-and-households-in-wales.pdf>

<sup>3</sup> <http://www.statisticsauthority.gov.uk/assessment/assessment/assessment-reports/confirmation-of-designation-letters/letter-of-confirmation-as-national-statistics---assessment-report-101.pdf>

sefyllfaoedd amgen mewn Cynlluniau Datblygu Lleol lle y gellir cyfiawnhau hyn gyda thystiolaeth berthnasol.

## **Amseru'r amcanestyniadau Poblogaeth ac Aelwydydd nesaf**

28. Yn sgil amseru allbynnau poblogaeth a Chyfrifiad 2011 gan SYG, a'r amser y byddai'n ei gymryd i lunio amcanestyniadau poblogaeth ac aelwydydd, penderfynwyd, ar ôl ymgynghori â defnyddwyr allweddol, peidio â llunio amcanestyniadau ar gyfer awdurdodau lleol yng Nghymru yn seiliedig ar 2010. Yn lle hynny, ystyriwyd ei bod yn ddoeth aros hyd nes y byddai canlyniadau Cyfrifiad 2011 wedi'u cyhoeddi fel y gellid cynnwys y wybodaeth a gynhrychir ganddynt yn y set nesaf o amcanestyniadau.
29. Bydd y set nesaf o amcanestyniadau poblogaeth ac aelwydydd yn seiliedig ar 2011 a disgwylir i waith manwl ddechrau ym mis Mawrth 2013 (unwaith y bydd y wybodaeth fanwl o Gyfrifiad 2011 sydd ei hangen ar gyfer yr amcanestyniadau ar gael) a disgwylir y canlyniadau ar gyfer y ddau erbyn diwedd y flwyddyn. Ailsefydlwyd y gweithgor technegol ac mae trafodaeth ynghylch materion methodolegol yn mynd rhagddi. Disgwylir i grŵp Rhanddeiliaid Amcanestyniadau gael ei sefydlu wrth baratoi'r amcanestyniadau hyn er mwyn casglu barn rhanddeiliaid ar allbynnau a'i hystyried.

Sue Leake  
Pennaeth Tîm Dadansoddi Dyfodol Cynaliadwy,  
Gwasanaethau Gwybodaeth a Dadansoddi, Llywodraeth Cymru  
16/01/2013

# Eitem 8

## Y Pwyllgor Amgylchedd a Chynaliadwyedd

---

Lleoliad: Ystafell Bwyllgora 3 – y Senedd

---

Dyddiad: Dydd Iau, 17 Ionawr 2013

---

Amser: 09:30 – 11:50

---

Gellir gwyllo'r cyfarfod ar Senedd TV yn:

[http://www.senedd.tv/archiveplayer.jsf?v=cy\\_400000\\_17\\_01\\_2013&t=0&l=cy](http://www.senedd.tv/archiveplayer.jsf?v=cy_400000_17_01_2013&t=0&l=cy)

Cynulliad  
Cenedlaethol  
Cymru

National  
Assembly for  
Wales



---

### Cofnodion Cryno:

#### Aelodau'r Cynulliad:

**Dafydd Elis-Thomas (Cadeirydd)**  
**Mick Antoniw**  
**Keith Davies**  
**Russell George**  
**Vaughan Gething**  
**Llyr Huws Gruffydd**  
**William Powell**  
**David Rees**  
**Antoinette Sandbach**

#### Tystion:

**Martin Davies, Cyngor Sir Fynwy**  
**Rhian Kyte, Cyngor Bwrdeistref Sirol Caerffili**  
**Jamie Thorburn, Cyngor Sir Ceredigion**

#### Staff y Pwyllgor:

**Alun Davidson (Clerc)**  
**Catherine Hunt (Dirprwy Glerc)**  
**Lisa Salkeld (Cynghorydd Cyfreithiol)**  
**Nia Seaton (Ymchwilydd)**  
**Elfyn Henderson (Ymchwilydd)**

---

### 1. Cyflwyniad, ymddiheuriadau a dirprwyon

1.1 Cafwyd ymddiheuriadau gan Julie James. Nid oedd neb yn dirprwyo.

### 2. Ymchwiliad i gynlluniau datblygu lleol a ffigurau poblogaeth/aelwydydd – Tystiolaeth gan awdurdodau lleol

2.1 Bu'r tystion yn ateb cwestiynau gan aelodau'r Pwyllgor.



### **3. Papurau i'w nodi**

**Gohebiaeth gan y Dirprwy Weinidog Amaethyddiaeth, Bwyd, Pysgodfeydd a Rhaglenni Ewropeaidd – Gofynion cadw cofnodion Glastir**

3.1 Nododd y Pwyllgor y llythyr.

### **4. Cynnig o dan Reol Sefydlog 17.42(vi) i wahardd y cyhoedd o weddill y cyfarfod ac ar 23 Ionawr**

4.1 Cytunodd y Pwyllgor ar y cynnig.

### **5. Ymchwiliad i bolisi morol yng Nghymru – Trafod yr adroddiad drafft**

5.1 Cytunodd y Pwyllgor ar yr adroddiad drafft.

### **6. Gorchymyn Corff Adnoddau Naturiol Cymru (Swyddogaethau) – trafod yr adroddiad drafft**

6.1 Cytunodd y Pwyllgor ar yr adroddiad drafft.

### **7. Memorandwm Cydsyniad Deddfwriaethol y Bil Twf a Seilwaith – Trafod y dull gweithredu**

7.1 Ystyriodd y Pwyllgor y papur.

### **8. Memorandwm Cydsyniad Deddfwriaethol y Bil Mordwyo Morol**

8.1 Ystyriodd y Pwyllgor y papur.

### **TRAWSGRIFIAD**

Gweld [trawsgripiad o'r cyfarfod](#).