

# Agenda – Y Pwyllgor Newid Hinsawdd, Amgylchedd a Materion Gwledig

Lleoliad:	I gael rhagor o wybodaeth cysylltwch a:
Ystafell Bwyllgora 1 – Y Senedd	<b>Marc Wyn Jones</b>
Dyddiad: Dydd Iau, 15 Chwefror 2018	Clerc y Pwyllgor
Amser: 09.15	0300 200 6363
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- |  |                                     |
|--|-------------------------------------|
| <b>1 Cyfarfod preifat cyn y prif gyfarfod</b>                                  | (09.15 – 09.30)                     |
| <b>2 Cyflwyniad, ymddiheuriadau, dirprwyon a datgan buddiannau</b>             |                                     |
| <b>3 Ymchwiliad i 'Dai carbon isel: yr her' – y drydedd sesiwn dystiolaeth</b> | (09.30 – 10.45) (Tudalennau 1 – 33) |

Dr Roisin Willmott OBE, Cyfarwyddwr Cymru a Gogledd Iwerddon, Sefydliad Cynllunio Trefol Brenhinol Cymru

Andrew Sutton, Cymdeithas Frenhinol Penseiri yng Nghymru

Neville Rookes, Swyddog Polisi (Amgylchedd), Cymdeithas Llywodraeth Leol Cymru

## Dogfennau atodol: Briff Ymchwil

Ymateb i'r ymgynghoriad gan RTPI Cymru

Ymateb i'r ymgynghoriad gan RSAW

Ymateb i'r ymgynghoriad gan CLILC



## **4 Papurau i'w nodi** (10.45–10.50)

### **4.1 Gohebiaeth â Chymdeithas Llywodraeth Leol Cymru am gaaffael bwyd yn y sector cyhoeddus**

(Tudalennau 34 – 51)

**Dogfennau atodol:** Gohebiaeth â Chymdeithas Llywodraeth Leol Cymru am gaaffael bwyd yn y sector cyhoeddus

### **4.2 Gohebiaeth â Llywodraeth Cymru am gaaffael bwyd yn y sector cyhoeddus**

(Tudalennau 52 – 64)

**Dogfennau atodol:** Gohebiaeth â Llywodraeth Cymru am gaaffael bwyd yn y sector cyhoeddus

### **4.3 Llythyr gan Ysgrifennydd y Cabinet dros Ynni, Cynllunio a Materion Gwledig ynghylch TB Buchol**

(Tudalennau 65 – 70)

**Dogfennau atodol:** Llythyr gan Ysgrifennydd y Cabinet dros Ynni, Cynllunio a Materion Gwledig ynghylch TB Buchol

## **5 Cynnig o dan Reol Sefydlog 17.42(vi) i benderfynu gwahardd y cyhoedd o'r cyfarfod ar gyfer eitemau 6 a 7 o'r cyfarfod hwn.**

### **Egwyll** (10.50 – 11.00)

## **6 Ansawdd aer – cyflwyniad preifat gan y British Lung Foundation a Phrifysgol Abertawe** (11.00 – 12.00)

Yr Athro Paul Lewis, Ysgol Feddygol Prifysgol Abertawe

Joseph Carter, Pennaeth Cymru, British Lung Foundation

Haf Elgar, Cyfarwyddwr, Cyfeillion y Ddaear Cymru

**7 Trafodaeth o'r adroddiad byr drafft 'Ysgrifennydd y Cabinet dros yr Economi a Thrafnidiaeth – Craffu Cyffredinol a'r Gyllideb'**

(12.00 – 12.10)

(Tudalennau 71 – 80)

**Dogfennau atodol:** Adroddiad byr drafft 'Ysgrifennydd y Cabinet dros yr Economi – Craffu Cyffredinol a'r Gyllideb' – Saesneg yn unig

**8 Trafod y dystiolaeth lafar**

(12.10 – 12.30)

Mae cyfyngiadau ar y ddogfen hon



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15 December 2017

e-mail response sent to: [Martha.DaGamaHowells@assembly.wales](mailto:Martha.DaGamaHowells@assembly.wales)

Dear Sir/Madam,

**Response to: National Assembly for Wales: Climate Change, Environment and Rural Affairs Committee's inquiry into Low Carbon Housing: the challenge**

The Royal Town Planning Institute (RTPI) is the largest professional institute for planners in Europe, representing some 24,000 spatial planners. RTPI Cymru represents the RTPI in Wales, with 1,100 members. The Institute seeks to advance the science and art of spatial planning for the benefit of the public. As well as promoting spatial planning, the RTPI develops and shapes policy affecting the built environment, works to raise professional standards and supports members through continuous education, training and development.

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

Thank you for the opportunity to contribute our views to the above Inquiry. It is important to recognise the potential role of planning, in the promotion of the sustainable urban form.

Planning needs to balance a number of different issues when granting consent for a wide range of developments. This means that planning is unable to solely focus on one specific issue. However, as planning policy evolves the importance of all development being 'sustainable' is increasing, as part of this more holistic approach different elements of energy efficiency are considered, but are still balanced against a number of other considerations.

RTPI Cymru believes that sustainable development must balance economic, social and environmental objectives to address the challenges of climate change. We are aware that higher standards do not always sit comfortably alongside economic impact and therefore consideration needs to be given to how best to build wider stakeholder support particularly in the development industry, taking into account impacts on development costs, viability, delivery etc. A step change is needed in understanding how good design can integrate low carbon housing and other development.

It is important that the process of designing a building takes on sustainable building standards as a central principle, rather than relying on potentially expensive renewable energy bolt-ons to meet energy savings. Building Regulations is the route for sustainable

building standards but issues such as siting and orientation etc. are best dealt with through the planning system. Both systems need to work closely together, ensuring roles are clearly defined to avoid uncertainty and duplication.

Planning has an important role in encouraging and facilitating buildings and urban design that meet high sustainability standards. The role of planning should be emphasised in expecting new development to contribute to energy efficiency, filling in any gaps left by building regulations to ensure higher environmental standards in new build, layout and site design etc., albeit the planning process considers developments in advance of building regulations.

We also recognise that there will be a need for requirements to be regularly reviewed in order that they keep pace with technology. Clearly 'green technology' is something which is currently changing very rapidly and is likely to continue to.

Planning should actively support the retro-fitting of energy efficiency improvements to existing stock, for example through playing a proactive role in urban regeneration schemes. Planning also plays an important role in guiding sensitive change to improve the energy efficiency of homes whilst also protecting the local distinctiveness and heritage of the area. To enable green growth, planning should be highlighted in promoting the infrastructure that is required for the development of a low carbon economy.

Outside of the remit of planning, but a disincentive to improving the existing building stock, is the VAT rating for work to existing buildings, as opposed to a zero rating for new build.

We would like to take this opportunity, while considering low carbon housing, to highlight the links between this and reducing energy consumption from transport. By influencing the location and density of new development, planning can reduce car travel and influence the level of demand on transport and journey distances to encourage walking and cycling.

Both planning and sustainable transport can make an important contribution towards the energy efficiency agenda. The connection between these and other policy areas is especially important in light of the Well-being of Future Generations (Wales) Act 2015. Whilst Welsh Government may not control all of the levers which impact upon transport-based energy consumption, as transport is a devolved function, through legislation such as the Active Travel (Wales) Act 2014, and decisions on transport investment, Welsh Government is in a position to have a significant influence upon the use of sustainable and less energy-intensive modes of transport. You may be interested in our recent RTPI Blog on Active Travel – "Time for Travel to get Active" - <http://www.rtpi.org.uk/briefing-room/rtpi-blog/time-for-travel-to-get-active/>

There are opportunities for higher standards to be delivered on strategic sites identified as part of the Local Development Plan (LDP), such as district energy schemes and integrated transport. However these can require cross-border / cross-LDP considerations, and there are timing issues due to the current position with regard to timescales associated with the adoption of these plans. Supplementary Planning Guidance could provide an opportunity to address major development issues to ensure connectivity, avoiding the above mentioned LDP timescale issues. Strategic Development plans are a further tool available which could help address these issues.

If you require further assistance, please contact RTPI Cymru on 029 2047 3923 or e-mail Roisin Willmott at [walespolicy@rtpi.org.uk](mailto:walespolicy@rtpi.org.uk)

Yours sincerely,

Dr Roisin Willmott OBE FRTP  
**Director**  
**RTPI Cymru**

## Welsh Assembly Consultation Response Low Carbon Housing: the Challenge

Wednesday 22<sup>nd</sup> November, 2017

v4

*This response is made on behalf of both the Royal Society of Architects in Wales and Design Circle, brief profiles of whom can be found at the end.*

### 1. What role can housing can play in Wales' low carbon transition, including the potential positive impacts on greenhouse gas emissions?

The transition to a low carbon economy can be fundamentally supported by the right strategic choices being applied to housing in Wales. These choices must consider the following shifts:

- from gas and other fossil fuels for heating, with a significant proportion to electricity
- from fossil fuel for transport, most likely also to electricity for the majority
- towards greater renewable electrical generation for the foreseeable future (<50 years)
- towards alternative/additional power sources in the "unforeseeable" future (>50 years)
- towards a likely  $+2.8\pm1^{\circ}\text{C}$  warming and a wetter, warmer climate

The combination of these probable shifts is a more variable generation of electricity, combined with at least a six-fold increase in electrical demand overall (this is heating alone, not including transport), compounded by demand peaks and supply peaks fundamentally not aligned. This will be occurring in a climate more inclined to wetter, more severe weather conditions, but with no change on the levels of solar irradiance (warmer does not mean sunnier).

The right strategic choices must also consider known factors about housing in Wales that are unlikely to shift significantly, which include:

- Wales has the oldest housing stock in the Western world, and at rates of renewal and given the levels of economic activity underpinning, this appears likely to remain true
- UK private home owners have a poor general record for maintenance of their properties, and an SME industry that delivers much of this work in a lightly regulated or self-regulated fashion
- Despite increasing energy efficiency of individual devices, the profligacy of the number of devices results in an occupancy energy demand that is unlikely to significantly reduce.

The logical strategic role for housing in Wales' Low Carbon future can therefore be summarised as RBG – Reduce, Balance, Generate.

- **Reduce.** With electrical demand soaring due to transport and heating loads switching to electric, housing must ensure it is placed to reduce the demand for energy from these causes first and foremost. This means homes built in the right place to minimise transport energy demands as well as with excellent fabric performance to reduce their heating demands.
- **Balance.** Housing's long life and predictable use align with their use to help shift the energy demands to better align with the energy generation. This can be achieved through technologies or fabric solutions (such as thermal mass) to shift heating demands to match supply, but additionally to include storage for balancing electrical demands (with batteries having less need to be lightweight or small compared to those in electric vehicles). The long life of our homes also provides a means to balance already present carbon emissions through locking atmospheric carbon into construction materials, as well as through associated landscaping & tree cover that can be included within residential development.

- **Generate.** Lastly, where appropriate ownership or maintenance models can be demonstrated, opportunist generation of energy across our housing stock is capable of making a worthwhile contribution to energy generation for Wales. However, this must be done in the context that the vast majority of these homes will outlive the energy generation system mounted on them (even assuming proper and effective maintenance is undertaken), and that these homes will need to continue to be a desirable and pleasant home after this.

In addition to the above, it is important for the strategic role of housing in Wales' Low Carbon future to be implemented beyond the scale of the individual home. Achieving any of the RGB steps is less technically and economically efficient if done on a case-by-case basis: this approach requires sizing elements to accommodate 'worst case' instances that are likely to occur very infrequently, but cannot be ignored. This increases material usage and prices whilst still not providing redundancy to individuals. Hence the individual home approach is both uneconomic and inefficient, whilst if suitable professional ownership or maintenance models are not required, also risks placing the operation and maintenance of an increasing part of our national energy generation in the hands of untrained, unfunded and uninterested homeowners.

Homes must therefore be thought of as communities of 'nodes', where 'worst case' events can be distributed across the locality. This approach must be applied to reduction (where some homes will not be able to reduce as far as others), balancing (where some may help balance others), and generation (where energy generation can help local homes not generating at that time). Whilst taken in the context of UK's legal, energy and property ownership frameworks, this is acknowledged as a challenging model, it does represent the most efficient means of delivering the low carbon outcome.

## **2. The development and availability of technology needed for highly energy efficient housing:**

Homes and their occupants have always provided a very significant marketplace for new technologies, and this is unlikely to reduce in the foreseeable future. This ongoing demand for new technologies provides the economic underpinning that enables the development of innovative technologies, from the earliest purchasers of electricity from Edison's Electric Light Company, through homebuyers demanding gas central heating systems and uPVC, and on to the current demand for photovoltaic and solar thermal renewable energy systems.

Given the typical lifespan of a home in Wales, well in excess of 100 years, our homes are likely to have seen many of these technological advances: A typical valley's terrace may well be on its third form of heating system (coal fires & chimneys, replaced by [town] gas fires & back boilers, replaced by north sea gas condensing central heating), and its third generation of lighting (oil, replaced by electric filament bulbs, replaced by electric LED), all of which the home has adapted to accommodate within its existing walls and, quite possibly, it's original [slate] roof.

The development and availability of technology to achieve highly energy efficient homes is, therefore, a continual process that has happened within our (largely existing) homes for over a century. This technological advancement is underpinned by the consumer demand from the homes and their occupants, in turn providing the business case for innovating in order to sell to the domestic marketplace.

Whilst this may seem an inevitable, if slow process, it is the homes which actually shape the development and availability of the emerging technologies – if the homes cannot accommodate

the innovation, there is no marketplace, and therefore no business case against which to justify the investment in innovation: Gas back boilers replaced coal fires not because they were the most efficient option, but because they fitted in fireplaces.

The role of our housing in the development and availability of technology that is needed for highly efficient homes is therefore to supply the demand and have the flexibility to accommodate this demand. This means homes capable of adapting to future innovations, rather than rigidly restricting their adoption through inflexible construction, spatial planning and servicing. An example of this impact can be seen in homes built in the last few decades, where the tightly planned houses installed with condensing gas boilers and no hot water tank are effectively restraining the adoption of solar thermal heating systems because occupants usually won't or can't sacrifice the space required for the necessary thermal storage.

Whilst it is always possible to push for the 'next generation' of technological advances, it is demonstrably true that we have sufficient technology to deliver highly efficient and beyond-zero-carbon new homes today with the technologies we have now. Our homes must be focused on ensuring that they can accommodate tomorrow's generation of technologies, and in so doing provide the justification for those technologies to be created.

### **3. What changes are needed to ensure that existing housing stock is as energy efficient as it can be?**

Wales' existing housing stock is well reported to represent a significant energy demand, which combines both the energy used for heating, ventilation and lighting (covered under Building Regulations) and the energy used by the occupants from their activities, and the existing housing stock is also highly likely to largely still in use by 2050, when 80% carbon reduction targets are legally required.

The scale of the challenge has resulted in a number of efforts to find the "magic bullet" that can resolve it, but in reality no such single solution is conceivable. Despite typological similarities, Wales' housing stock is effectively unique down to the individual home, with each home representing a different orientation, occupation pattern, heating and ventilation solution and building fabric thermal and moisture performance. Furthermore, each home will have a differing historic, aesthetic and placemaking value within its locality and wider context. This means that each home has a subtly unique limit that its energy efficiency can be driven to before unintended problems or detrimental impacts are likely to occur.

Changes required to ensure that existing housing stock is as energy efficient as it can be must therefore be systematic rather than dogmatic, focusing on the assessment of the individual property and the measures which can appropriately be applied, rather than setting top-down requirements that are likely to result in repeats of the issues seen with some external wall insulation.

In this context, systematic changes should focus on:

- **Individuality.** Individual assessments of what is possible for each home. At appropriate points in the lifespan of a home (perhaps at sale or letting), assessments of the optimal future improvements and their sequence should be undertaken to set out what, and how far, that unique home can go to make its contribution to energy efficiency. This concept has been discussed elsewhere, and is sometimes called "Building Passports".
- **Finances.** The economics of home improvement needs to be adjusted to provide access to funding for these improvements to be undertaken, whether in private or public sector. This is

more straightforward than it may sound – for private mortgages, the adoption of the LENDERS project in line with the position given by the UK Government in the recently published “Clean Growth Plan” goes a significant way to resolving this (full LENDERS report at [www.epcmortgage.org.uk](http://www.epcmortgage.org.uk)). For public housing, adopting similar LENDERS methodologies to change affordable rent levels to include fuel costs provides a step to tackle fuel poverty, but as importantly allows rental levels to increase where fuel bills decrease, incentivising Registered Social Landlords (RSLs) to commission or upgrade their housing stock funded through the increase in rental income.

- **Trust.** For homeowners, and to a lesser extent private landlords and RSLs, there are significant issues around whether they have confidence in the quality and outcomes of any work they may consider commissioning. This issue is dealt with in detail under the “Each Home Counts” report (available on [www.gov.uk](http://www.gov.uk) website), which recommended a quality mark or similar to tackle this. If correctly enforced and monitored, which almost certainly precludes self-certification of work such as predominates in the current construction industry, this approach may well provide the confidence to the home owner. Combined with the knowledge of what measures are suitable (first point), and the access to finance (second point), this trust is the penultimate element required to set a landscape for our existing housing stock to progress.
- **National Plan B.** Lastly, Wales must address the difficult topic about what is considered an acceptable performance for individual homes in the future, and what happens to those homes that fail this measure. The measure cannot be countrywide and must be addressed to the individual property level to give consideration of aesthetic and community benefits as well as the limits of energy efficiency that can be achieved – in effect, an output of the “Building Passport” above. However, in the context of the overriding national requirements for very significant carbon reductions, some homes will lack sufficient combined merit of heritage, culture or placemaking value, and will have insufficient potential for upgrade, that means the best route for the national best interest is their deconstruction and recycling rather than wasted attempts at upgrades. Wales as a nation must recognise this challenge, and establish a system that prevents the owners of those homes from being the ones which carry the economic burden unfairly. Instead Wales must develop a method to identify and purchase those homes for whole house redevelopment as part of achieving broader carbon reduction targets for the nation, bringing the potential economic benefits of scale and value of carbon savings to minimise the inevitable costs incurred.

#### **4. Whether it is possible and feasible to deliver low carbon, Energy Positive, affordable housing at scale in Wales and, if so, how this can be achieved;**

It is possible and feasible to deliver low carbon, Energy Positive, affordable housing at scale in Wales for locations where this is technically, environmentally and socially desirable to do so, however this is not the case for all locations across Wales – please reference answers Q1, 2, 8 & 9.

In locations where it is desirable to deliver energy positive homes capable of significant levels of generation, the remaining challenge to their successful delivery at scale is economic.

Development is, expressed most simply, an equation comprising the sales or capitalised rental value forecast, balanced against the planning contributions, development & construction costs, and a profit margin, with whatever remains being the land value. Of these elements, Wales has least control over the profit margin: Whilst a reality disliked by some, the profit provides the reason for the capital investment in construction, and deviating profit levels too far from those achievable

in international markets will simply result in investment funds moving to other opportunities with better yields: construction is not the only "fish" in the capital investment "ocean". Next least easily influenced are the development and construction costs, which can be driven with economies of scale with regard to products and materials, but except in some niches of the industry, are also factors affecting quality of final construction, skills and employment levels, and pressurising these therefore can have undesirable consequences if taken too far.

The greatest opportunities for affecting the economics sit across land value, planning contributions and sales or capitalised rental value forecasts, which is also where Welsh Government can effectively apply policy. Land value and planning contributions are intrinsically linked, and both ultimately derive from planning use, obligations and density. Through enhancing the technical and spatial details in early stages of planning (see Q9 for more), land owners and potential developers can be given greater certainty over these core planning issues. In turn, land value expectations by land owners will be affected dependent on the more detailed and known planning contribution obligations that would be placed on development occurring there.

This approach provides an economic equalisation between developments: Sites with high potential for energy generation would have higher expectations set early enough in the planning frameworks for these expectations (and associated costs) to be reflected in the land value expected by land owners. Sites with lower generation potential (and therefore lower costs) would have levies clearly identified, again early enough to be reflected in land values. This enables sites where higher generation is desirable but uneconomic to deliver on their own sales or rental values to receive funds levied from other developments that were unable to meet their levels of generation.

It is entirely possible and feasible to deliver low carbon affordable housing at scale in Wales in an economically viable method, but it is not appropriate for all of this housing to be Energy Positive. Instead, a more sophisticated model should be used to ensure equity and optimal use of natural resources to deliver quality homes and places, and place generation where it is most effective.

## 5. What are the barriers to delivering transformative change in house building in Wales?

There are a number of barriers to delivering transformative change in house building in Wales, though a considerable number of these challenges can be reduced to the economics of development as covered in Q4. Beyond economic barriers are skills, policy and procedural barriers, which are addressed in Q7, 8 & 9 later.

One barrier to delivering transformative change in the delivery of housing in Wales not covered elsewhere is the strength of the major housebuilders in the current environment. The major housebuilders have the resources to drive efficiencies in their construction costs, and to identify and lobby for land well ahead of smaller developers and independents. This is combined with a capital-return driven disposal policy for public land that values receipts above outcome, meaning land sales tend to be of large plots as one site with no infrastructure or subdivision to achieve the best price and lowest risk, which effectively rules out the land being purchased by all but a few major developers. The result of these effects is that the major housebuilders are in an environment where they can identify and secure the land (either first or by being the only ones who can match the price), and as yet have no commercial reasons to do anything but meet minimum standards.

This does not mean that the major housebuilders are acting irrationally or that they should be avoided: Major housebuilders are the unintended consequence of the environment our society has created through consumer demands, public policy and protocols over decades. Changing this environment through increasing the value of energy efficient homes (see Q3 & 4) and changing the policies (Q8 & 9) will result in changes from the housebuilders, albeit reluctantly until these changes are sufficiently evidenced and entrenched. However, it is important to remember that the major housebuilders, if or when persuaded to change, are the ones with the greatest resources to make this change happen at scale and at pace: Whilst transformative change in Wales can happen without the major housebuilders, it can happen quicker if they act.

Mention should also be made here of the Welsh Government Innovative Housing Programme (IHP) launched by the late Carl Sargeant. This programme represents an excellent opportunity to challenge barriers to transformative change in Welsh housing across a broad spectrum aligned with the goals of the Wellbeing of Future Generations Act, as well as to be a beacon of excellence beyond our borders. Intended to support scalable solutions, the IHP should continue to be supported as an ongoing progression towards the change we need. However, the opportunities to learn from the supported schemes must not be lost, and information about the design, construction and operation of the IHP homes must be collected and shared as comprehensively and broadly as possible. This will enable others to learn lessons and take the housing transformation forward, whilst evidencing the successes (and noting to avoid failures) will be the means of bringing the major housebuilders to adopt change, or to supersede them if they do not.

## **6. What is the role of Ofgem and the national grid in enabling grid evolution to accommodate new types of housing, and what are the challenges presented by decentralised energy supply?**

Energy regulations and management is currently under review by UK government in this context. In the context of this consultation response, therefore, this response has been kept to a minimum.

In the context of Low Carbon Housing, whilst elements of reduced regulation and grid evolution, allowing private individuals to sell or buy generation into the markets or sub-markets directly could lead to significant unintended consequences in future. If such a relaxation occurred, individuals are likely to be buying or selling a few kWh of electricity (probably automatically) as a side-effect of the operation of their homes. In these circumstances, poor maintenance and ineffective system control are likely to occur more often than desirable. Whilst it is critical that our national grid becomes a sharing mechanism for two-way sharing of energy, rather than a one direction distribution system, and that smaller and more diverse energy suppliers should be able to contribute to this, it is suggested that these changes stops at small scale organisations (which could be community owned), where professional operation and maintenance of future disparate energy generation and storage systems (even when installed within private homes), can be more confidently assured as part of the organisation's business operations and, if appropriate, regulated and monitored to be such.

## **7. Whether Wales has the requisite skills to facilitate and enable change in the housing sector;**

Much is already written about the current skills shortage in construction, and the likely short term impacts of 'Brexit' worsening this in the UK. The longer term shortage of skills can be simplified to a several key influencing factors that underpin a large part of this issue, comprising:

- **No intake.** Construction is usually at least partly a site-based operation happening year-round, in most weather conditions. This presents an unattractive working environment that,

when matched with de-skilled approaches to construction, leads to conditions and levels of pay that are insufficient to tempt new or returning individuals to the industry in sufficient numbers.

- **No security.** In addition to the above, construction is highly cyclical, leading to downturns approximately every 7-9 years and consequential job losses. Combined with stop-start public funding schemes that compound this, construction therefore currently does not present the prospect of a stable life-long, rewarding career. In turn, this does not provide the incentive for individuals to develop the skills which the construction industry needs.
- **No standards.** Lastly, for those who do enter the industry, there are remarkably few independently verified checks or standards that are enforced in practice on a site-by-site level. As a result, for the individuals there are few real consequences to inadequate skills – the largely uncertified or self-certified SME refurbishment & maintenance market will still be a source of work, even if the modestly more controlled new build sector is not.

These factors combined to mean that construction offers comparatively poor pay with poor job security to work in a (seasonally) poor environment, whilst presenting no real consequences for those in the roles if they do not develop their skills and quality. The current result is, of course, individuals opt to work in other industries with better pay, better job security and better year-round environments, even if this means they must acquire relevant and appropriate skills to achieve this.

For the last few decades, 'offsite' construction has been heralded as the answer to the skills shortage. This undoubtedly does have a role to play in the future of the industry, though its current potential should not be overplayed: Wales' homes are largely existing, and even when new, they have unique placemaking, social and environmental conditions that render them effectively unique (see Q3). Offsite construction does offer the prospect of warm and dry workers and better quality control for factory-built components, but is likely to need the arrival of mass customisation through next-generation 3D surveying and "parametric bespoke" before it can meaningfully tackle the full range of our housing stock in Wales.

To address the current issue of skills, therefore, there must be ongoing support for skills and training programmes reacting to the current and future demands (such as the Construction Industry Training Board's (CITB) "Construction Innovation Wales Centre" (CWIC) lead by University of Wales Trinity St David), and support of schemes which explore and demonstrate these skills in practice (such as through the Innovative Housing Programme). However, this must be supplemented by efforts to use public funding programmes to address the cyclical nature of construction in order to retain the skills during downturns, and be combined with stronger enforcement of the standard of skills at site level to ensure that poor quality is not accepted as the norm. Finally, we must recognise a genuinely skilled labour force will have an expectation of a reasonable level of pay, and we should be prepared for the consequential impacts on our construction costs (and therefore on land values as explained in Q4).

## **8. What changes are needed to Building Regulations in Wales to accelerate progress towards 'near zero' energy standards and beyond?**

In their current form, Building Regulations provide a minimum performance standard for the fabric and 'wired-in' systems of new homes and, to a lesser extent, existing homes being modified. The achievement of this minimum performance standard is largely unverified in the completed construction under normal circumstances.

A 'near zero' energy standard is assumed to mean a home which requires nearly no energy over the course of a year to supply the regulated (covered by Building Regulations) and unregulated (not covered by Building Regulations) energy which is required to function and be inhabited.

Requiring this definition of 'near zero' energy on a home-by-home basis for new construction will drive the orientation and size of the homes, and will require energy systems that are sized to cope with fluctuations in occupant demands and external conditions. It will lead to new homes which are less economic to build, with less potential for variety, and arranged in spaces and places that are designed not for pleasant community environments but to optimise renewable generation. Trees, for example, will become undesirable in any new housing development as they will risk the overshadowing of required renewable generation: As a result, trees CO<sub>2</sub> absorption, ecological diversity, groundwater run-off control and simple aesthetic properties are likely to be ignored, since they are not directly required by regulation.

Put simply, this definition of 'near zero' on an individual new home basis will have significant and undesirable consequences on the quality, flexibility and desirability of our homes and the places they are in.

An alternative definition of 'near zero', however, may avoid many of these issues. Requiring our new homes to achieve the minimum possible energy demand before considering any energy generation drives energy efficiency. Such a definition, if combined with a realistic assessment of the existing building fabric's performance (especially considering moisture and ventilation), could also be adopted for our existing housing stock.

This required reduction in energy demand can then be aligned with policies adopted elsewhere (most likely through Planning under the current systems), to require energy generation for localities according to their capacity to generate and the appropriateness of such generation to the environment. Such an approach could be envisaged to use mechanisms such as Community Infrastructure Levies (in the current system) to shift funds from schemes that cannot reasonably meet their energy demands within the site boundary to those which have the capacity to generate excess energy, were funds available. This would enable site-specific discussions about the balance between quality of place, space and an appropriate level of generation to take place.

Such an approach is impossible through Building Regulations (in their current form) if the 'near zero' definition goes beyond a requirement for regulated energy demand reduction. Changes to Building Regulations in Wales should therefore not exceed this threshold, but changes to the delivery and expertise of the Planning system should be implemented in order to make full use of the capacity for a locality to act cohesively to meet its energy needs and become a 'near zero' community.

## **9. How communities can be planned and shaped to be more energy efficient and low carbon (including examples of good practice in Wales and further afield).**

Communities can be more energy efficient and low carbon through better, earlier and more informed planning, collaboration and technical support to shape them. Whilst Wales has inherited a nominally "plan-led" planning system from England following devolution, and made limited significant changes to the process since, in practice the system is inadequate for the demands and opportunities of the 21<sup>st</sup> century. Furthermore, the planning system is significantly under resourced

and has limited access to technical expertise (internally or budget for externally), resulting in immediate pressures draining resources.

As a result, the planning system is frequently cited as a barrier to development by those within the industry, and is commonly seen by the wider public as being a "foregone conclusion" in favour of developers, whilst the planning system simultaneously regularly fails to realise opportunities and synergies at local scales beyond individual site applications.

To achieve communities that are successful and functioning, as well as being as energy efficient and low carbon as possible, the "plan-led" approach must be strengthened to meet the needs. The forthcoming National Development Framework (NDF) and to a greater extent Local Development Plan (LDP) stages should include assessments of acceptable energy demand and generation across the extent of their planned area, setting clear expectations ahead of development and giving certainty to those coming forward with proposals. Whilst beyond energy issues, this could be combined with more detailed expectations around scale and massing across the area, using 3D graphics and interactive functionality to support genuine public engagement and understanding of the complex balances being struck at LDP stage, where such engagement can make a meaningful difference to outcomes.

Though undoubtedly requiring greater resources at these earlier planning stages, such a genuine "plan-led" approaches ought to reduce uncertainty, risk and time for individual applications (where these do not choose to challenge the plan), due to fewer issues with local communities and applicants for individual applications. In effect, schemes proposed within the more detailed LDP requirements (including energy demand and generation), could be approved quickly, and in doing so deliver a planning system which genuinely enables appropriate development. This should provide significant incentive to suitable development in Wales through clarifying the process and reducing the risk associated with achieving planning approval.

#### **About the Respondents:**

##### **The Royal Society of Architects in Wales**

The Royal Society of Architects in Wales/Cymdeithas Frenhinol Penseiri yng Nghymru (RSAW) is the voice of the RIBA in Wales. As part of the Royal Institute of British Architects (RIBA), the RSAW champions better buildings, communities and the environment through architecture and our members, who comprise all Chartered Architects in Wales.

##### **Design Circle**

Design Circle is a voluntary group of creative and construction professionals engaged in the built environment, with active participants ranging from architects and artists to planners and project managers. Design Circle promotes excellence in the spaces and places formed in and around our built environment, and delivers exhibitions, competitions, charrettes, seminars and wider social activities to support this outcome. Design Circle was established in 2007, and is formally constituted as the southern branch of the Royal Society of Architects in Wales.

##### **Response Lead Author**

The lead author of this response is Andrew Sutton. He is a Chartered Architect whose work has included the design and delivery of the Barratt Green House, the multiple award winning first zero carbon 'Code 6' house by a housebuilder; the "off-grid" Maes-yr-Onn farmhouse outside Caerphilly (winning the RTPI Planning award); and the Cwmbach "Retrofit for the Future" refurbishment which

featured the first residential use of a transpired solar collector. Whilst this consultation response represents only those bodies named above, Andrew's activities and involvements in this field includes roles as:

- Associate Director, BRE Wales
- Welsh Gov. Planning Policy, Innovative Housing Programme & Smart Living Steering Groups
- Honorary Treasurer & past President, Royal Society of Architects in Wales (RSAW)
- Treasurer, Founder & past Chair, Design Circle RSAW South
- CEW Enabling Zero Waste Project Steering Group
- Past member, Building Regulations Advisory Committee (Wales)



# Tai Carbon Isel: Yr Her. Ymateb i'r Cais am Dystiolaeth

23 Tach 2017



CLILC • WLGA

## RHAYMADRODD

1. Mae Cymdeithas Llywodraeth Leol Cymru (WLGA) yn cynrychioli pob un o'r 22 awdurdod lleol yng Nghymru, y 3 awdurdod Tân ac achub a'r 3 awdurdod parc cenedlaethol fel aelodau cysylltiol.
2. Mae'n ceisio darparu cynrychiolaeth i awdurdodau lleol o fewn fframwaith polisi sy'n dod i'r amlwg sy'n bodloni blaenoriaethau ein haelodau ac yn cynnig amrediad eang o wasanaethau sy'n ychwanegu gwerth at Lywodraeth Leol Cymru a'r cymunedau maen nhw'n eu gwasanaethu.
3. Mae WLGA yn croesawu'r cyfle i ymateb i'r Cais am Dystiolaeth mewn perthynas â Thai Carbon Isel: Yr Her.
4. Wrth ymdrin ag ystyriaethau cynnydd o ran tai carbon isel, rhaid cydnabod y cysylltiadau â gofynion a dyletswyddau Deddf yr Amgylchedd (Cymru) (Cyllidebau Carbon a Rheolaeth Gynaliadwy Adnoddau Naturiol), Deddf Llesiant Cenedlaethau'r Dyfodol (Cymru) (y Nodau Llesiant, yr Egwyddor Datblygiad Cynaliadwy a'r 5 Ffordd o Weithio) a'r her sy'n wynebu'r sector cyhoeddus, gan Ysgrifennydd y Cabinet dros yr Amgylchedd a Materion Gwledig, i fod yn garbon niwtral erbyn 2030.
5. Wrth ddatblygu tai carbon isel, dylai olygu nid yn unig lleihau allyriadau carbon ond hefyd cyfrannu at liniaru tlodi tanwydd a gwella llesiant cymdeithasol, economaidd, amgylcheddol a diwylliannol Cymru.

**Cwestiwn 1: Pa gyfraniad y gall tai ei wneud wrth i Gymru bontio i economi rhad ar garbon, gan gynnwys yr effeithiau cadarnhaol posibl ar allyriadau nwyon tŷ gwydr?**

6. Rhaid i gyfraniad tai wrth i Gymru bontio i fod yn garbon isel gydnabod sut mae gan y sector cyhoeddus, y sector preifat a Landlordiaid Cymdeithasol Cofrestredig i gyd ran i'w chwarae wrth ei gyflawni.
7. Er y bydd adeiladu tai newydd ynni-effeithlon, carbon isel yn cyfrannu at y strategaeth allyriadau isel, rhaid cydnabod na fydd llawer o'r stoc tai presennol wedi ei adeiladu i'r un safonau ac y byddant yn dal i gael eu defnyddio yn 2050 a'r tu hwnt.
8. Bydd yr awydd am dai tai carbon isel yn cyfrannu at nod Deddf yr Amgylchedd o leihau allyriadau nwyon tŷ gwydr gan o leiaf 80% erbyn 2050. Gallai targedau dros dro cychwynnol fod yn fwy heriol na chynnydd llinol tuag at 80% h.y. gosod targedau cadarn, perthnasol, dealladwy a chyraeddadwy i hybu gweithredu **cynnar** ar unwaith i leihau allyriadau, fesul cyllideb, tuag at y targed o gyflawni neu ragori ar 80% erbyn 2050. Byddai rhoi dechrau dwys i'r targedau yng nghyllidebau carbon 2016 -2020 ➔ 2026-2030 yn dangos ymrwymiad ac yn cynnig yr impetws i symbylu cymryd camau. Fodd bynnag, byddai angen adnoddau priodol ar gyfer y dull hwn er mwyn iddo fod yn effeithiol.
9. Mae gan gynllunio ran o bwys i'w chwarae wrth bennu gofynion ar gyfer carbon isel ac effeithlonrwydd ynni mewn datblygiadau newydd (gweler Energiewend yn yr Almaen lle mae'n rhaid i gamau carbon isel a chynaladwyedd gael eu cynnwys wrth ddylunio ac adeiladu, gydag effeithlonrwydd ynni, paneli ffotofoltäig a thyrbinau gwynt yn cael eu lleoli o fewn cymunedau). O fewn Energiewend, mae ynni cymunedol yn chwarae rhan lawer mwy nag yn y Deyrnas Unedig lle mai Gorsafodd pŵer yw cynhyrchwyr pennaf ynni.
10. Mae cyflwyniad Safon Ansawdd Tai Cymru, cynlluniau amlennu adnewyddu allanol, rhagleni amnewid bwyleri a gosod inswleiddiad atig (e.e. drwy ECO, ARBED a NEST) i gyd yn gallu helpu i sicrhau bod stoc tai cymdeithasol presennol mor ynni-effeithlon ag y gall fod. Mae sicrhau bod ffabrig adeiladau yn gywir yn bwysig am fod hynny'n cynnig manteision carbon tymor hwy.

**Cwestiwn 2: Datblygiad y dechnoleg sydd ei hangen ar gyfer tai sy'n defnyddio ynni'n effeithlon iawn, ac i ba raddau y mae'r dechnoleg honno ar gael.**

11. Gallai ymchwil a datblygiad storfeydd batri gael effaith sylweddol ar ddatblygiad tyrbinau gwynt a phaneli ffotofoltäig yn y dyfodol i ddiwallu anghenion cymunedau. Hefyd gellid ystyried cymhwysiad ehangach posibl technoleg tanwydd hydrogen.
12. O safbwyt economaidd, mae'n rhaid datblygu hyfforddiant a chynyddu gallu lleol i weithredu a gosod mesurau ynni-effeithlon, carbon isel i mewn i dai yng Nghymru.
13. Yn ogystal, byddai mesurau i wella datblygiad y gadwyn gyflenwi o fewn Cymru gyda chontractwyr/cyflenwyr/cynhyrchion lleol yn cyfrannu at yr economi leol ar yr un pryd â lleihau costau cludiant a'r allyriadau carbon cysylltiedig. Mae cyrchu cynaliadwy deunyddiau ar lefel leol yn bwysig hefyd. Wrth ddatblygu ac adeiladu prosiect Passivhaus yn Abertawe, cafodd llawer o rwystrau eu goresgyn wrth gaffael y deunyddiau arbenigol roedd eu hangen ar gyfer adeiladu passivhaus a sicrhau bod y gweithlu yn caffael y sgiliau angenrheidiol yn gyflym iawn i adeiladu'r eiddo yn unol â'r fanyleb anghonfensiynol hon.
14. Dylai fod cefnogaeth ac anogaeth ar gyfer prosiectau ynni Cymunedol. Mae defnydd technoleg adnewyddadwy gan gynnwys solar PV, Pympiau Gwres o'r Ddaear ar gyfer ardaloedd nad oes ganddynt nwy gyda'r bwriad o ddarparu ar gyfer anghenion ynni lleol yn gallu helpu i sicrhau nad yw cymunedau gwledig dan anfantais neu'n denu costau/tariffau uwch, ac i ddod â dosbarthiad y Weithdrefn Asesu Safonol (SAP) i fyny i lefelau derbyniol. Mae dosbarthiadau SAP yn fesur effeithlonrwydd ynni.

**Cwestiwn 3 – Pa newidiadau sydd eu hangen i sicrhau bod y stoc dai bresennol yn defnyddio ynni mor effeithlon ag y bo modd?**

15. Mae'n hanfodol bod mesurau a gofynion effeithlonrwydd ynni yn cael eu hasesu gan syrfewyr annibynnol er mwyn sicrhau bod y mesurau effeithlonrwydd sy'n cael eu cyflwyno i mewn i stoc tai yn gymwys ac yn briodol. Byddai hyn yn lleihau risg cynnig mesurau 'tueddol' ac amhriodol.
16. Mae angen i stoc tai cymdeithasol barhau i gael ei ddwyn o dan WQHS e.e. rhagleni amlennu a disodli bwyleri, ynghyd ag ystyried gosodiadau solar /storfeydd batri.
17. Bydd cyflwyniad mesuryddion deallus yn helpu i gyfrannu at well effeithlonrwydd ynni ond dylai fod un cynnrych safonol ar gyfer pob cyflenwr/tariff i sicrhau cydweddiad wrth newid cyflenwyr.
18. Mae angen hwyluso ymchwil i safonau newydd, a'u datblygiad, er mwyn i holl eiddo'r sector cyhoeddus ac eiddo Landlordiaid Cymdeithasol Cofrestredig a adeiladir o'r newydd fod o safonau effeithlonrwydd uchaf.
19. Mae cyflwyniad technoleg newydd ond yn effeithiol pan fydd defnyddwyr yn deall yn llawn sut mae'r dechnoleg yn gweithio, beth all gael ei gyflawni a pham mae'n bwysig ei gweithredu. Gall staff tai weithio gyda thenantiaid i sicrhau eu bod yn ymwybodol o'u defnydd ynni, cychwyn newid mewn ymddygiad gan gynnwys defnydd mesuryddion deallus, a sicrhau bod tenantiaid yn ymwybodol o dariffau uchel sy'n gysylltiedig â mesuryddion rhagdalu.

**Cwestiwn 4:** A yw'n bosibl ac yn ymarferol darparu tai fforddiadwy ar raddfa fawr yng Nghymru a'r rheiny'n effeithlon iawn o ran carbon ac yn cynhyrchu mwy o ynni nag y maent yn ei ddefnyddio ac, os felly, sut y gellir cyflawni hyn;

20. Mae angen penderfyniad i gyflawni llesiant cymdeithasol, economaidd, amgylcheddol a diwylliannol drwy'r mesurau effeithlonrwydd ynni hyn. Byddant yn

cyfrannu at Reolaeth Gynaliadwy Adnoddau Naturiol a chyrraedd targedau cyllidebau carbon. Gall y camau gyfrannu hefyd at gyflawni Nodau Llesiant ehangach.

21. Mae angen cydnabyddiaeth a pharodrwydd i ddysgu gwersi o brosiectau yng Nghymru, y DU a mannau eraill yn y byd. Gall gwersi gael eu dysgu drwy arferion cymharu costau, meinchnodi yn erbyn adeiladau a godir i safon effeithlonrwydd ynni uchel (e.e. safon Passivhaus).
22. Gallai prosiectau'r Rhaglen Tai Arloesol yng Nghymru fod yn ffynhonnell dda dealltwriaeth o'r hyn sy'n gweithio'n dda a ble mae angen gwneud gwelliannau.
23. Mae angen ymrwymiad i ddarparu adnoddau digonol, gan gynnwys defnydd mentrau 'gwario i gynilo'. Roedd yr egwyddorion a fu'n sail i'r 'Fargen Werdd' yn gywir hyd yn oed os cafodd y rhaglen ei chyflwyno'n wael.
24. Mae angen i Weinidogion fod yn gryf yn eu penderfyniad i lwyddo. Mae'n hanfodol nad ydynt yn dod o dan dylanwad gormodol datblygwyr a chontractwyr i dderbyn safonau adeiladu nad ydynt yn cynnig yr adenillion effeithlonrwydd ynni gofynnol a'r safonau o ran allyriadau carbon.

#### **Cwestiwn 5: Y ffactorau sy'n rhwystr rhag cyflwyno newid trawsnewidiol ym maes adeiladu tai yng Nghymru?**

25. Mae yna sawl rhwystr i gyflawni newid trawsffurfiol:
26. Efallai bod amharodrwydd ymhliith datblygwyr i groesawu'r newidiadau mae eu hangen i wella safonau ond na fyddant o bosibl yn rhoi adenillion digon mawr iddynt.
27. Mae honiadau bod manylebau uwch yn golygu costau uwch yr uned sy'n arwain at adeiladu llai o unedau.

28. Mae'n hanfodol bod hyfforddiant a datblygiad y gweithlu presennol a'r gweithlu sydd ar y gweill mewn sgiliau a thechnoleg newydd yn symud yn ei flaen i fodloni'r angen i atal prinderau sgiliau rhag mynd yn rhwystr (a allai gael ei waethygu petai cyfyngiadau ar symudiad llafur yn dilyn Brexit).
29. Ar hyn o bryd mae cymhelliant gwrthnysig mewn perthynas ag adeiladu sef nad yw adeiladu o'r newydd yn denu TAW ond mae TAW yn daladwy ar uwchraddio eiddo hŷn. Gall hyn ddylanwadu ar benderfyniadau ynghylch ôl-ffitio neu beidio neu ddymchwel a dechrau o'r newydd.
30. Gall datblygiad prosiectau ynni Cymunedol gael ei lesteirio gan ffioedd cysylltu gormodol i ymuno â'r Grid Cenedlaethol. Petai modd sefydlu mwy o grwpiau ynni Cymunedol i fodloni anghenion eu cymunedau, er enghraift drwy ddefnyddio storfeydd batri, gallai hyn osgoi'r angen i gysylltu â'r grid cenedlaethol.
31. Mae yna rôl hefyd i raglenni cyfathrebu a chodi ymwybyddiaeth er mwyn addysgu tenantiaid a deiliaid tai i feddwl yn wahanol am sut maent yn defnyddio ynni ac i ddeall sut i ddefnyddio technoleg newydd.

**Cwestiwn 6: Rôl Ofgem a'r grid cenedlaethol o ran galluogi'r grid i esblygu i ddarparu ar gyfer mathau newydd o dai, a'r heriau a gyflwynir wrth i ynni gael ei gyflenwi o ffynonellau wedi'u datganoli?**

32. Mae angen adolygu dull canoledig presennol cynhyrchu a dosbarthu ynni i ymdrin â'r isadeiledd sy'n heneiddio a'i allu i ymateb i'r gofynion modern. Bydd rôl bwysig o hyd i grid cenedlaethol am y dyfodol rhagweladwy ac mae yr un mor bwysig nad yw datblygiad eang cynlluniau ynni cymunedol yn tanseilio hyfywedd y grid.
33. Byddai o fudd petai Ofgem yn archwilio modelau generadu a dosbarthu amgen fel Energiewend yn yr Almaen.

**Cwestiwn 7: A oes gan Gymru'r sgiliau angenrheidiol i hwyluso a galluogi newid yn y sector tai;**

34. Mae Ysgol Pensaerniaeth Cymru yn cymryd rhan mewn prosiect i fonitro cynllun Passivhaus yn Abertawe, a modelu i mewn unrhyw agweddau adnewyddadwy ychwanegol sy'n gwella'r fanylob ymhellach. Bydd yr Ysgol, fel rhan o'r prosiect Amgylchedd Adeiledig Carbon Isel (LCBE), yn monitro'r tai wedi iddynt gael eu meddiannu i gynnwys perfformiad yr adeiladau, y systemau a'r deiliaid. Bydd yr Ysgol hefyd yn ymgymryd â modelu yn dilyn y dyluniad er mwyn ymchwilio i sut mae gwella'r tai ymhellach i fireinio'r agwedd carbon isel. Rhydd hyn adborth am broses gyfan newid yr ymagwedd draddodiadol at dai i ymagwedd carbon isel. Caiff y canlyniadau eu lledaenu'n eang mewn cylchgronau academaidd ac eraill a digwyddiadau i helpu i annog mabwysiadu technolegau carbon isel yn ehangach a hyrwyddo Cymru yn arweinydd ym maes tai newydd carbon isel fforddiadwy.
35. Yn 2015 cyhoeddodd Bwrdd Hyfforddiant y Diwydiant Adeiladu (CITB) fuddsoddiad o £6.5m i sefydlu cyfleuster hyfforddiant adeiladu arloesol yng Nghymru. Sefydlwyd consortiwm dan arweiniad Prifysgol Cymru y Drindod Dewi Sant gyda chyrff sy'n rhychwantu Cymru, a oedd yn cynnwys pedwar coleg addysg bellach ynghyd â'r Sefydliad Ymchwil Adeiladu (BRE) a Môr-lyn Llanw Bae Abertawe. Mae'r bartneriaeth arloesol hon yn cydweithio i ddatblygu darpariaeth gyson, ddi-dor ledled Cymru ar ffurf hyfforddiant arbenigol a phwrpasol cysylltiedig ag adeiladu o Lefelau 1-7.
36. Mae'r bartneriaeth wedi sefydlu Canolfan Arloesi Adeiladwaith Cymru (CWIC), ar ffurf model prif ganolfan a lloerennau. Nod y Ganolfan yw gwneud cyfraniad sylweddol at dwf economaidd a chreu swyddi drwy ymateb i'r galw presennol am sgiliau yn y diwydiant adeiladu a diwydiannau cysylltiedig, yn ogystal â'r rhai sy'n codi o sawl prosiect adeiladu mawr sydd yn yr arfaeth i Gymru gan gynnwys y Metro, adeiladau niwclear newydd a phrosiectau ynni.

**Cwestiwn 8: Pa newidiadau y mae angen eu gwneud i Reoliadau Adeiladu yng Nghymru er mwyn symud yn gyflymach tuag at safonau ynni lle y cynhyrchir bron ddim carbon, a thu hwnt i hynny?**

37. Rhan L – Mae angen rhai gwelliannau i'r derminoleg a ddefnyddir. Dylai fod yn diffinio safonau yn hytrach na defnyddio terminoleg fel 'safon dderbyniol waethaf' gan fod hynny'n rhoi'r argraff y bydd y safon 'yn gwneud y tro'.
38. TAN12 - yn rhoi manylion cymunedau cynaliadwy, gwresogi cymunedol ac yn y blaen ond mae Llywodraeth Cymru wedi cael gwared ar y Cod ar gyfer Cartrefi Cynaliadwy. Mae angen eglurdeb am gyfeiriad y daith.
39. Mae angen rhoi ystyriaeth i sut mae bodloni targedau tai Cynlluniau Datblygu Lleol ar yr un pryd â gyrru safonau i fyny ar draws y sector.
40. Sut allwn ni sicrhau bod tai fforddiadwy yn cael eu cyflawni drwy gytundebau Adran 106 yn garbon isel, yn ynni-effeithlon. Bydd hyn yn effeithio ar hyfywedd ac yn cyflenwi llai o unedau.

**Cwestiwn 9: Sut mae cynllunio a siapio cymunedau i ddefnyddio ynni'n fwy effeithlon a chynhyrchu llai o garbon (gan gynnwys enghreifftiau o arfer da yng Nghymru a thu hwnt).**

41. Gall cynlluniau peilot Parthau Dim Carbon gael eu defnyddio'n enghreifftiau o sut y gall cymunedau weithredu ar lefelau dim carbon neu'n agos at hynny, i lywio cyflyniad technolegau ac ymarferoldeb ledled Cymru.
42. Hyd yn hyn nid yw cynlluniau o'r fath wedi cael eu cyfathrebu'n arbennig o dda na'u cyfarparu'n ddigonol, felly yn aml nid ydynt yn llwyddiannus neu maent yn parhau'n araf yn y cefndir. Mae angen eu hwyluso er mwyn i'r canlyniadau gael eu gwireddu.
43. Gallai newidiadau i reoliadau adeiladu a pholisi cynllunio gael eu hystyried, gan weithio gyda datblygwyr ym mhob sector i sicrhau bod modd eu cyflawni.
44. Gallai datblygiadau newydd a phrosiectau adfywio newydd gan gynghorau a Landlordiaid Cymdeithasol Cofrestredig arwain y ffordd.
45. Mae'n bwysig gallu dangos sut y gall ymagwedd deiliadaeth gymysg fod yn hyfw o ran ad-dalu / gwerthiannau ar y farchnad pan fydd manyleb uwch wedi cael ei defnyddio.

**I gael rhagor o wybodaeth cysylltwch â:**

Neville Rookes, Swyddog Polisi (yr Amgylchedd) a Tim Peppin, Cyfarwyddwr Adfywio a Datblygiad Cynaliadwy

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Cymdeithas Llywodraeth Leol Cymru

Tŷ Llywodraeth Leol

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CF10 4LG

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Richard Dooner  
Welsh Local Government Association  
Local Government House  
Drake Walk  
CF10 4LG

18 December 2017

Dear Richard,

### **Rethinking food in Wales – Public sector procurement**

The Committee has agreed that I should write to you in relation to several issues that were raised in the course of our work.

#### **Public sector food procurement spend**

The Public Sector Food Purchasing in Wales Report 2013 was commissioned by the Welsh Government. It estimated public sector food and drink spend at £74.4 million, with purchases from Welsh companies including producers and distributors accounting for 63% (£47.2 million).

The Committee heard that there is no public source for accurate and up to date figures on public sector procurement of Welsh food. It was suggested that the Welsh Government should ensure this information is updated and published regularly.

What is your view on whether this information should be published regularly?  
What would be the advantages and disadvantages of making this information available publicly?



What is the total amount of food procurement spend by local authorities through NPS frameworks and outside the frameworks? Please provide figures for both.

### Procuring fresh, nutritious, locally produced food

Increasing the amounts of Welsh or local food procured by the public sector provides an opportunity to support local food producers. Furthermore, it provides the public (e.g. hospital patients, school children) with healthy and nutritious food.

In 2016, the Public Policy Institute for Wales reviewed the Welsh Government's food and drink strategy and action plan. Professors Terry Marsden and Kevin Morgan of Cardiff University produced the report: [Food Policy as Public Policy](#). The report's first recommendation relates to procurement:

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Placing sustainable diets at the heart of food and nutritional policy through adopting successful public health interventions such as Food for Life and bolstering public sector food procurement and catering provision.

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In your view, would it be useful for the Welsh Government to respond publicly to the report by the Public Policy Institute for Wales?

What is the level of participation in Wales in the Food for Life programme? What is your view on this matter? What are the advantages and disadvantages of the Food for Life programme?

The Committee heard that EU procurement rules do not prevent contracts specifying food that is fresh, affordable and nutritious; nor to prevent buyers from engaging with local suppliers to develop sustainable and collaborative approaches to food.



We were told that Wales should take a leading role in encouraging public bodies to buy local or Welsh produce. In addition to the obvious economic benefits, it was suggested that this would have benefits in terms of reducing food miles, job creation and ensuring that value added further down the supply chain is kept in Wales.

The importance of ensuring that value, rather than price, should be the more prominent factor in procurement decisions was also emphasised to the Committee. It was suggested that decisions should place a weighting of at least 60% on quality, with price not exceeding a 40% weighting. The use of quality and assurance indicators could also support the identification of the quality of produce. However, it was acknowledged that an emphasis on healthy, local food could increase costs, particularly in the short term.

The Committee also heard concerns about the amount of food waste.

How do local authorities, through their procurement practices, support the procurement of healthy, locally produced food?

How do local authorities, through their procurement practices, promote sustainability (e.g. food miles); freshness (e.g. how long from field to plate); and provenance (e.g. protected status)?

What should be done to aid local authorities to develop their procurement practices to focus on healthy, locally produced food?

When making procurement decisions, how do local authorities determine the balance between quality and cost?

How is food waste recorded; reported and monitored by local authorities?

## **The Welsh Government's food and drink action plan**



The Welsh Government's food and drink action plan, Towards Sustainable Growth: An Action Plan for the Food and Drink Industry 2014–2020, says that the National Procurement Service (NPS) will be measured against increasing:

- the opportunities for food businesses to supply the public sector;
- the number of suppliers and volume/range of product supplied; and
- the benefits to food producers targeting this marketplace.

One of the plan's actions (action 30) relates to public procurement:

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Enable public sector market opportunities to be developed for the food industry and in particular SME and micro food businesses.

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There was also a suggestion that an overarching food strategy would be helpful to ensure balance between competing policy demands such as market-based growth strategies, sustainability and health. The importance of political will and continuity was emphasised. Furthermore, leadership is needed to move incrementally to more sustainable food systems and better public health nutrition.

What is your view about whether an overarching food strategy is necessary?

What are the advantages or disadvantages for public procurement of food of such an approach?

Do you believe sufficient emphasis is placed on public procurement of food in Towards Sustainable Growth?

### NPS food frameworks

The WLGA told the Committee that there are some concerns about the appropriateness of food and drink as a national procurement framework:

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There are however now concerns among officers that the issues experienced with the food category reflect some difficult truths; that



food does not suit aggregation and needs to be an exception to the 'buying once for Wales' philosophy.

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The Committee heard that some local authorities have decided not to participate in national frameworks for food procurement and will make their own arrangements.

Do you believe that Framework 1: Fresh Food and Drinks Products provides sufficient flexibility for local authorities to procure healthy, locally produced food?

What actions need to be taken by the NPS to address the concerns expressed by local authorities that food is not appropriate to be procured through the NPS?

### **Alternative procurement structures**

The Committee was told that local authorities could work together, independently of the NPS, where they have common procurement needs: It was suggested that dedicated regional innovation budgets could be deployed to support innovative procurement. Shared solutions could allow more resources to be deployed and risks to be reduced.

Can you provide the Committee with examples of good practice of local authorities working together in relation to public procurement of food? What more needs to be done to support this type of collaboration in future?

### **Brexit**

The potential impact and opportunities arising from Brexit was discussed with the Committee. Given that EU Directives relating to procurement have been transposed into UK law, there is likely to be no immediate change to procurement law from the date the UK leaves the EU.



However, it was suggested to the Committee that it would be timely to review legislation relating to procurement to ensure appropriate arrangements are in place when the UK has exited the EU. It was suggested that the review should consider –

- Whether and how state aid rules might apply, particularly in the context of service concessions.
- Whether the legislation can facilitate more flexibility to allow local authorities to promote local suppliers.

On 12 September 2017, the Cabinet Secretary for Finance issued a written statement, Repositioning of the National Procurement Service and Value Wales, in which he announced a refocusing of the NPS and Value Wales to ‘take advantage of any changes in procurement rules which follow Brexit’. He said:

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We will also work with businesses to explore all possible options to develop local supply chains and to fill any supply voids across Wales so that Welsh businesses are well-placed to compete and bid for public sector contracts here in Wales and further afield. And we will explore how we can best align infrastructure investment with our regional development funding programmes to maximise their impact and promote inclusive economic growth and prosperity across Wales.

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What consideration is being given to how Brexit may impact on food procurement?

In what way should legislation after Brexit provide more flexibility to allow local authorities to promote local suppliers?

I would be grateful if you could respond to this letter by 2 February 2018. I look forward to receiving your response.



Yours sincerely,

A handwritten signature in black ink that reads "Mike Hedges".

**Mike Hedges AM**

**Chair of Climate Change, Rural Affairs and Environment Committee**



Tudalen y pecyn 40

Date/Dyddiad:  
Please ask for/Gofynnwch am:  
Direct line/Llinell uniongyrchol:  
Email/Ebost:

22nd January 2018  
Richard Dooner  
07789371418  
Richard.dooner@wlga.gov.uk



**Mike Hedges AM**

Chair of Climate Change, Environment and Rural Affairs Committee  
National Assembly for Wales

Chair,

Thank you for your letter of 18<sup>th</sup> December concerning Rethinking food in Wales – Public sector procurement.

You asked for information and views concerning several issues that were raised during your work. I'll be glad to address each of these directly and have appended the questions as asked, with a narrative response.

It's a pleasure to support your Committee and its good work. If I can be of further assistance to you in this matter, please do not hesitate to get back to me.

**Yours sincerely**

*Richard.*

**Richard Dooner**  
Programme Manager

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The WLGA welcomes correspondence in Welsh or English - Mae WLGA yn croesawu gohebiaeth yn Gymraeg neu Saesneg  
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## Rethinking food in Wales – Public sector procurement.

## Response to questions from the Committee from Richard Dooner, Programme Manager, WLGA.

### **Public sector food procurement spend**

The Committee has heard that there is no public source for accurate and up to date figures on public sector procurement of Welsh food. It was suggested that the Welsh Government should ensure this information is updated and published regularly.

#### Whether this information should be published regularly?

Yes. Responsible publication of properly qualified information would allow local authorities, suppliers and the public alike the opportunity to understand the category area. It would facilitate planning and production and could address supply voids.

As with any publication of data, there needs to be a reasonable balance between the cost and effort of acquiring the information and the utility of its use. Public access will also need to be appropriate to the content and its intended application.

Information is however already being collected through Welsh Government's procurement policy team, Value Wales and may also exist in other forms, supporting other thematic work streams. The additional costs and effort would be those of acquisition or re-use from current sources, interpretation for purpose, and dissemination to public benefit.

This data observatory is the descendant of one of the first initiatives to be undertaken by the collaborative WLGA and Welsh Government teams that merged to form Value Wales, some 14 years ago. It is not food specific; but can be analysed on a category basis which includes food procurement. Categorisation is based on the main business activity of the person or organisation being paid.

There is no public access to the data which is subject to controls, being commercially sensitive. The use of the data for strategic procurement is however well understood and within Value Wales' remit. I have not been made aware of any initiative to make this information available to the public; nor of any initiative to exploit the data, beyond the existing programmes for Value Wales and the National Procurement Service.

#### What would be the advantages and disadvantages of making this information available publicly?

The main advantages of making this information publicly would be to facilitate engagement with the food industry and assist with strategic planning. There might also be efficiencies if the 'once for Wales' philosophy could be applied to data collection and re-use.

The main disadvantages of making this information publicly are those of potential misuse and misinterpretation of the data; and the potential cost of acquiring the data if current sources cannot be reused. Creditor feed data is also notoriously difficult to interpret well and this category is one of the most difficult. In a time of considerable change to public services, local forecasting also needs to be done in conjunction with operational planning. I respectfully suggest that for procurement purposes the food category is better analysed locally, where supporting knowledge can be brought to bear.

There might also be practical issues concerning permissions and the privacy of the data. These might be overcome; but it would be wise to consider which data source is to be used and how the value and utility of making this information publicly available is to be realised.

*What is the total amount of food procurement spend by local authorities through NPS frameworks and outside the frameworks? Please provide figures for both.*

The food category was valued by the NPS at £25,000,000 a year, including catering equipment. There have however been issues in establishing the category and throughput is considerably less. In November 2017 the Wales Audit Office reported a total 2016-17 spend for all organisations using the NPS. The total for all food categories was £1,593,693. The majority of this is believed to be spend by Local Authorities.

The historic food spend for Welsh Local Government was known to be in the region of £50,000,000. If we use Caerphilly <sup>1</sup>County Borough Council (pop. 178,806) as a representative example for food spend and pro rata this to Wales (pop. 3,200,000) we reach £51,064,326.

It is difficult to be more exact about spend. Analysis can be particularly deceptive within the food category. Definitions could refer to basic ingredients, food products or ready to eat food at point of consumption. Spend may or may not include distribution or labour costs. Some food supply might also be within the scope of an organisation but independently provided (local management of schools, leisure or hospitality spinouts, care services) or otherwise provided by means which are not recorded in the spend analysis.

Analysis of creditor systems is also difficult because the analysis categorises organisations by their main business activity. The catering trade is diverse in nature, so the main business activity does not necessarily reflect what is being supplied locally.

These differences are especially relevant in cross-sector comparison as some sectors procure for bulk supply into stores. In these instances, the costs of internal distribution and breaking bulk should be considered as part of the overall spend; but will not feature in the amounts invoiced by food suppliers.

**Procuring fresh, nutritious, locally produced food**

*In your view, would it be useful for the Welsh Government to respond publicly to the report by the Public Policy Institute for Wales?*

I believe it would be useful for the Welsh Government to respond publicly to the report by the Public Policy Institute for Wales. This will show that Welsh Government are serious in improving the way in which the public sector procures food for our most vulnerable citizens. It would assist in developing a transparent way forward for food procurement in Wales

PPIW's report makes a lot of sense and policy makers would do well to consider its findings. In many respects however, the Welsh Government has anticipated the underlying issues and already legislated to enable change. The Wellbeing of Future Generations Act, for example, encourages an enlightened approach to procurement specification; which is both sustainable and good business practice.

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<sup>1</sup> Caerphilly was an early adopter of a modern e-procurement system, which is well embedded and now has a reasonably accurate capability for subjective analysis. Spend is £2,853,315.

My view is that it would be most useful for Welsh Government to foster an environment which enables the application of the Act in practice and allows good things to happen. My suggestion is that a public response to the report should be along supportive lines.

What is the level of participation in Wales in the Food for Life programme? What is your view on this matter? What are the advantages and disadvantages of the Food for Life programme?

The majority of Welsh Authorities do not participate in the Food for Life programme. The motivations for the programme are however likely to feature in local policies and take up of the programme or otherwise is a local choice of finding the right tool for the job.

Welsh Authorities mainly use The Healthy Eating in Schools (Nutritional Standards and Requirements) (Wales) Regulations 2013. Flintshire County Council has taken up the Food for Life programme; but other Authorities have not been convinced it offers value for money. The catering aspect of the programme (previously called 'Catering Mark' now called 'Food for Life Served Here') comes at a cost of £2,388 per year (£1,194 for primary school menu + £1,194 for secondary school menu).

Authorities also have excellent engagement with the Welsh Network of Healthy Schools Scheme (which is based on a whole school approach to health - including food). The National Procurement Service includes sustainability in its procurement process and The Healthy Eating in Schools (Nutritional Standards and Requirements) (Wales) Regulations 2013 legislate the nutritional content of an average school lunch and food/drink requirements throughout the school day.

How do local authorities, through their procurement practices, support the procurement of healthy, locally produced food?

Local Authorities have a duty of community wellbeing that is reflected in their local procurement practices. Considerable effort has been made, and continues to be made to encourage local provision of the nature and type that Local Authorities can use.

The Committee has heard from practitioners at Caerphilly Council about specific local initiatives. One example included employment of a dedicated Food Procurement Officer within the centralized procurement function. Procurement documentation was developed to include social clauses and evaluation criteria which will support local supply chains. Caerphilly CBC also supports the procurement of healthy, locally produced food by working closely with producers and trial innovative procurement practices. The Committee was given an example where the local provision of meat was successfully piloted; with explanation of why the initiative is unlikely to continue.

There are issues in resourcing. Initiatives of any kind require people and effort and Local Authorities are genuinely short of capacity. Efforts to support procurement centrally have not contributed positively to the procurement of locally produced food.

This is of ongoing concern to Local Government. WLGA is therefore leading an initiative which considers methods developed by Local Authorities in England for improving the contribution of procurement to social value. These include measures which consider healthy local production and enable its consideration within procurement processes.

How do local authorities, through their procurement practices, promote sustainability (e.g. food miles); freshness (e.g. how long from field to plate); and provenance (e.g. protected status)?

The procurement practice aspect of this is in the specification process. These requirements can all be specified and awarded upon. Whether they are specified depends on the needs of the organisation, the availability of supply and the relative value attributed to them.

Caerphilly CBC for example promotes sustainability, freshness of product and provenance by ensuring that all of these areas are covered within its tender documentation. All procurements are undertaken within the scope of the EU Public Contract Regulations 2015 and by professional procurement officers.

Specification is intended to support business need. Which, as a definition, refers to all the needs of the organisation, as prioritised by the organisation. There is nothing in the procurement process that prevents sustainability. The Wellbeing of Future Generations Act provides the basis for reconsideration of business needs and relative value of attributes such as provenance.

What should be done to aid local authorities to develop their procurement practices to focus on healthy, locally produced food?

Enable a coordinated approach. The realisation must be that the value in the food product is in its effective deployment to purpose; within a much bigger environment. The outcome is wellbeing and prevention of adverse social and health issues in communities.

This is far more important than the narrow scope of buying the ingredients cheaply. There's nothing in that statement preventing the achievement of value for money; which is made to highlight that the understanding of value needs to be raised away from a narrow focus on the price of commodities. The procurement objective is to manage all aspects of supply and production to provide the best possible product at the point of consumption; given the resources available and the environment within which we operate. In most instances, including school food, this includes a marketing dimension; because the food is made to be sold.

This requires a management resource that supports the overarching strategy, with procurement resource at local level, working in close cooperation with those who prepare and market the food.

Historically the Welsh Government had developed a Food Procurement Route Planner in conjunction with local authorities. This gave public organisations a best practice approach in how to procure their food requirements although this is now out of date and has not been periodically refreshed. The Welsh Government could consider putting working groups together to drive this area and assist Public organisations in changing the approach to the procurement of food. It should be noted that any working groups remit should be to drive real change and not be a discussion only forum. Going forward, Welsh Government can support the procurement profession and support training in this critical supply area.

Welsh Government could also foster the use of longer term contracts to enable producers to invest in long term business models. We need supplier development and support mechanisms to assist local producers in doing business with the Welsh Public Sector.

When making procurement decisions, how do local authorities determine the balance between quality and cost?

They use a formula integrated into their specification of needs and competitive evaluation processes. All competent procurement entities will do this. At its simplest level, the balance will be a quality/cost ratio. Historically, quality was the driving criteria in the evaluation methodology. The

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majority of the Welsh Purchasing Consortiums tender arrangements for food were 60% quality and 40% Price.

The definitions which underpin Price/Quality evaluation can be far from simple to apply in practice and an increasingly sophisticated approach has been developed. This includes tools which help measure underlying social value and cost factors that might otherwise be unappreciated and not measured.

A practical example is the new Themes Outcomes and Measures (TOMS) tool that was launched in November 2017 in support of the Social Value Act in England. WLGA is in the process of evaluating TOMS in conjunction with the Wales Head of Procurement network. We are already aware that our Wellbeing of Future Generations Act goes further than the Social Value Act; though we are considering that the additional considerations apply mainly to pre-procurement procedures and there's a strong compatibility in TOMS for procurement practice here. One of these measures, NT35, is:

*"Percentage of procurement contracts that includes sustainable procurement commitments or other relevant requirements and certifications (e.g. to use local produce, reduce food waste, and keep resources in circulation longer.)"*

This is measured as a % of contracts and is a record only. It is however just one measure within a toolkit containing 5 principal issues, 18 Outcomes and 35 Measures. Measure NT1 is for more people in local employment:

*No. of local people (FTE) employed on contract for one year or the whole duration of the contract, whichever is shorter.*

This is measured as number of people FTE x £28,213 to provide a Social Value Proxy. Local employment is expressed as a cost factor and provides a more realistic evaluation of the financial impact to the Authority than that available by comparison of tendered prices alone.

It would be a relatively straightforward matter to develop an outcome and associated measure that related to the Wellbeing Act here. It would be particularly useful if this measure went further than NT35 above; to provide a social value proxy for local food provision which resembled the financial value given to local employment.

TOMS was developed in Local Government but includes 'plug-ins' for different organisations across a variety of themes. Available free of charge from <https://socialvalueportal.com/national-toms/>

#### How is food waste recorded; reported and monitored by local authorities?

Food waste is monitored, recorded and reported to Welsh Government by each Authority's waste management team. Food waste from households is be reported as their separate food waste collections and would also be recorded in waste data flow and as part of individual contracts to anaerobic digestion plants.

There has also historically been a significant element of food waste in the black bag and wheelie bin waste. A snapshot was taken about 18 months ago to provide a compositional analysis of all 22 Local Authorities on their residual waste. This suggested that about 25% of that bin was food waste. This was however a snapshot in time it is likely that the mix would have changed by now.

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Separation of internal food waste from schools and other providers might not be recorded separately. It depends on their individual waste management contracts. Where the Local Authority provides the service there may be separation of the food waste - but it will go in a truck with probably household and other trade waste so can't be measured. The Environment Act will in future require all public-sector bodies to keep their food waste separate, and for it to be collected separately. This may make the measurement easier but the problem of one truck picking up multiple sources of food waste will remain.

WLGA is encouraging Local Authorities to sign up to the WRAP Courtauld 2025 agreement where they have to actively manage their food waste better and reduce it. Cardiff and Monmouthshire Councils are among the early adopters.

### **The Welsh Government's food and drink action plan**

#### What is your view about whether an overarching food strategy is necessary?

Food is important. It forms an integral part of our lives; its production is part of our nation's social and economic fabric. Its nature determines the health of the nation. It is entirely necessary that our Government has an overarching strategy for food. This would assist Public Bodies in Wales in delivering the procurement of food in Wales.

#### What are the advantages or disadvantages for public procurement of food of such an approach?

An advantage of such a policy would be to give Public Bodies the necessary direction to ensure that they could deliver healthy, nutritious and safe food to all areas of the public sector. We foresee no disadvantages. We need a consistent approach which will give comfort to producers within Wales.

Public procurement presently relies almost entirely upon the supply arrangements that already exist to supply the catering trade. This brings integration and economies of scale; but adapting to industry capabilities is not the same as shaping them; which an overarching strategy could help to do. This would intuitively offer improvement. Food supply is presently dependent on supply economies that are geared up to service large concentrations of population and care little for local boundaries or the plans of Government.

A suggested example would be to encourage the relationship with foods that are highly seasonal or localised in nature, involving smaller suppliers. These need a local connection for the relationship basis to be sustained; but they could form part of a deliberate strategy that would otherwise not be admitted into procurement arrangements.

#### Do you believe sufficient emphasis is placed on public procurement of food in Towards Sustainable Growth?

I am an advocate for better public procurement, so might naturally be expected to suggest more emphasis. It is however important that our collective efforts are made on things that make a difference and we must understand that in the context of a food industry in Wales that's worth £16.8 Billion. I currently believe that Towards Sustainable Growth has its emphasis just about right and we can support it in the place it resides.

Public procurement is however worth more than its spend value. There is a significant role as an influencer, because of what public procurement is and where it happens. It is my belief that the

public procurement of food products should be considered as a lever within a whole system approach. Public spend is important; not because of its quantity, because of its influence.

Councils have always been proactive in developing local food suppliers and producers and we can be proud of our achievements to date; but there is much more to do. We have not been helped by austerity or by recent initiatives to centralize food procurement. Further links should be forged between Welsh Government, Food and Drink Wales and Public-Sector bodies to ensure that there is joined up thinking between all areas which can only be beneficial moving forward. We need to develop stronger relationships and partnerships between producers and food buyers.

### **NPS food frameworks**

Do you believe that Framework 1: Fresh Food and Drinks Products provides sufficient flexibility for local authorities to procure healthy, locally produced food?

I have had no direct involvement in the NPS tender and have not seen its framework documentation. I am however in touch with Local Authorities who report that their market intelligence informs them that the NPS has experienced difficulties with the food category and has not been able to establish the level of trust in the supply chain that is required to make this work centrally.

The objectives of healthy food, locally produced are not necessarily affected by the flexibility of the framework. This type of arrangement can drive down the costs of buying food ingredients through process reduction, aggregation of common volume and a move to more homogeneous specification. If local supply can fit that type of high-volume process and is engaged; or if the framework is structured to suit specific local conditions; a local supply relationship for healthy food can be established.

Otherwise, the process will attract suppliers from elsewhere that operate competitively in the high-volume segment and are able to win tenders through their scale of operations; or by other means such as being better at responding to tenders. In such instances, food might be healthy, but whether it is locally produced will be determined by the supply chain for that supplier. The remote supplier might also procure locally; sometimes at scale.

It could therefore be that a less flexible arrangement is more conducive to local production; or that a provider from out of the area is beneficial to local producers; albeit different ones. The point is that there is no formulaic approach and the objective will only be achieved if the procurement is intelligently done and applied with the correct objective in mind.

What actions need to be taken by the NPS to address the concerns expressed by local authorities that food is not appropriate to be procured through the NPS?

There needs to be more planning, transparency and trust developed before any future procurement take place. Due consideration must be made to social and economic development going forward.

This is a difficult ask of the NPS because the structural advantages of the ‘Once for Wales’ buying philosophy require novation to the centre. If the operational need is best served by having the balance of control near the point of use; it makes no sense to procure centrally.

There have been concerns among procurement practitioners in Local Government that the NPS has insufficient expertise, knowledge, and experience in this critical field. The organisation has

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attempted to address this insufficiency through recruitment; but this has proved problematic. I have some sympathy with the NPS in this regard; they have tried. It is however ultimately weak to expect to carry this at the centre through recruitment; because in a strategic resourcing terms, it's a mismatch. The nature of engagement required is simply too much for one person.

My suggested response would be to coordinate procurement on a distributed network basis. Some element of central contracting need not be inconsistent with that; provided the balance of control is a pull from the user, rather than push from the centre. It may however be difficult to justify resourcing this on cash savings such as those required for the NPS; particularly if the benefits of procurement are in social and economic value that is not immediately cashable.

It is my view that tactics of aggregation which work well in other categories are simply not appropriate for food; unless the overarching policy for food is one of a more homogeneous approach; akin to the approaches of the big supermarkets. That does not appear to be the policy direction for Welsh public services. We must strategize for the objectives we have.

The strategic procurement choice for food should therefore be disaggregation; with emphasis on social and economic value in determining value for money. This can be supported by a small number of frameworks at the centre; but these must be locally led. It is important to understand Wales and the local and social aspect of food in the wider context. The required level of engagement with the supply chain is also quite different to other categories of procurement. In relative terms, it is disproportionate to the spend value; but that's what the category requires.

### **Alternative procurement structures**

Can you provide the Committee with examples of good practice of local authorities working together in relation to public procurement of food?

The Welsh Purchasing Consortium (WPC) was an excellent, if understated, example of good practice for a collaborative approach to food procurement in Wales. This operated as a distributed network, centrally coordinated to optimise the mix of local, regional and national working.

The collaborative arrangements operated invisibly, behind the scenes to coordinate multiple frameworks and operations; including those for food safety and quality improvement. Procurement 'just happened' which is to say that a lot of work was done diligently and competently to support operational provision and nobody noticed because it worked.

There were occasions when the wider business of food supply did not work. Notably the tragic e-coli 0157 outbreak of 2005 and the horse meat substitution scandal of 2013. Neither of these was caused by the WPC; but the organisation did provide Local Government with the collective resource to expertly respond, coordinate with other agencies and manage new procurement methods which incorporated additional measures for prevention. This included innovative co-working with environmental health officers within the local government structure and a collective early warning system on matters of food quality as a preventative measure for food safety.

It is concerning that the collective knowledge share structures previously facilitated by the WPC are no longer in place and that the central service is experiencing fundamental difficulties.

What more needs to be done to support this type of collaboration in future?

There is no reason why collaborative working cannot be taken forward by individual organisations together for innovative projects but this must be allowed by Welsh Government. The development

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of centres of excellence would be beneficial going forward and support the development of Procurement experts.

The main impediment to progress is a lack of people and uncertainty around future provision.

## Brexit

### What consideration is being given to how Brexit may impact on food procurement?

Food procurement is being considered by the WLGA as part of its support to local authorities generally and its ongoing support of the procurement function in Local Government. WLGA acts as an interface between Welsh Local Government and the Local Government Association in England on these matters and is presently engaged in several Brexit related activities. This includes a newly formed member led group set up for the purpose.

The main issue in the field of food procurement and indeed the Brexit process more generally, is the lack of information from the UK government. This raises concerns regarding certainty and predictability, which is very worrying, especially given the impact Brexit is already having upon the practical operation of supply markets in the UK. Some food commodity areas are for example showing high price increases; however, we will not have a greater idea on how this will affect the market long-term until much nearer our exit from the EU.

### In what way should legislation after Brexit provide more flexibility to allow local authorities to promote local suppliers? Whether and how state aid rules might apply, particularly in the context of service concessions and whether the legislation can facilitate more flexibility to allow local authorities to promote local suppliers

Current legislation has a great amount of flexibility. Application on the ground is what is missing.

It is difficult to advise how more flexibility can be allowed until the UK Law is changed on our exit from the EU. Current thinking is that procurement will continue as it is today although there may be an opportunity to state in tenders a more local approach which would allow the flexibility we require to ensure the Welsh food supply chain is fully engaged.

It is also difficult to advise on legislation after Brexit in relation to Welsh policies which have a substantially different emphasis to those in the rest of the UK. The Wellbeing of Future Generations Act for example goes much further than the Social Value Act in England. It influences strategic pre-procurement choices and could result in a fundamentally different determination of value. Future promotion of local suppliers here will be on the basis of the Welsh Act and post-Brexit legislation must be equally supportive of the provisions of Welsh Government.

## Service Concessions

In my previous submission to this Committee I mentioned the need for clarity on state aid rules in the context of service concessions. This form of provider relationship has been largely overlooked for public services in the UK but exploited in other countries.

Whether this business model is realistic for public services or not, need to be decided in the context of potential application. It will not be suitable for everything and we will need to be mindful of the cultural significance of the model; particularly in respect of territorial control and service management. In some applications however, such as those empowering third sector provision, service concessions could be the way forward.

In his judgement for the case of JBW v Ministry of Justice CA 2011, Lord Justice Elias outlined the characteristics of service concessions very clearly:

1. The concession places the contractor in a position to exploit a service. Typically, this would also allow freedom for enterprise, including fixing prices and growing the business. Some control by the authority need not be inconsistent with a concession.
2. A concession usually involves a direct contractual relationship with third party clients or customers of the service who are charged directly by the contractor.
3. The contractor typically has considerable control over the manner in which the service is provided; the authority takes a back seat.
4. Although the contracting authority has an interest in the service being performed for the benefit of third parties, it does not itself directly benefit from its performance.

The matter of definition should not be a barrier. Concerns here seem to be around lack of precedent and convention; with a specific barrier that concessions may qualify as state aid.

The main issue is the lack of information. State aid for example is currently governed by EU state aid rules. Logically, these would cease when the UK leaves the EU; but we don't know this.

Mark Drakeford AC  
Ysgrifennydd y Cabinet dros Gyllid  
Llywodraeth Cymru

18 Rhagfyr 2017

Annwyl Mark,

### Ailfeddwl am fwyd yng Nghymru – Caffael y sector cyhoeddus

Yn ddiweddar, mae'r Pwyllgor Newid Hinsawdd, Amgylchedd a Materion Gwledig wedi gwneud rhywfaint o waith ar ei ymchwiliad i ailfeddwl am fwyd yng Nghymru. Fel rhan o'r ymchwiliad hwn, mae'r Pwyllgor wedi treulio peth amser yn ystyried caffael bwyd a diod yn y sector cyhoeddus yng Nghymru a'r rôl y gall hyn ei chwarae yn y maes polisi bwyd a diod ehangach.

Clywodd y Pwyllgor dystiolaeth gan Gyngor Bwrdeistref Sirol Caerffili (yn cynrychioli CLILC); Partneriaeth Gwasanaethau a Rennir GIG Cymru; Hybu Cig Cymru a Bwrdd Diwydiant Bwyd a Diod Cymru. Clywodd y Pwyllgor hefyd gan yr Athro Roberto Sonnino, Athro Polisi a Chynllunio Amgylcheddol, Prifysgol Caerdydd

Y cylch gorchwyl ar gyfer ein gwaith oedd ymchwilio i:

- Rôl caffael y sector gyhoeddus i gefnogi cynyrrch lleol, er mwyn sicrhau bod y cyhoedd yn gallu cael gafael ar fwyd iach, lleol ac er mwyn darparu marchnadoedd i gynhyrchwyr.
- Rôl caffael bwyd cynaliadwy yn y sector cyhoeddus o fewn polisiau cyhoeddus ehangach, fel iechyd; ac
- Effaith bosibl Brexit ar drefniadau caffael yn y dyfodol.



Mae'r Pwyllgor wedi cytuno y dylwn ysgrifennu atoch am faterion sy'n ymwneud â'r Gwasanaeth Caffael Cenedlaethol (NPS) yng Nghymru.

### Gwariant ar gaffael bwyd yn y sector cyhoeddus

Comisiynwyd yr adroddiad [Prynu Bwyd y Sector Cyhoeddus yng Nghymru 2013](#) gan Lywodraeth Cymru. Roedd yn amcangyfrif bod y sector cyhoeddus yn gwario £74.4 miliwn ar fwyd a diod, gydag eitemau a brynir gan gwmnïau o Gymru, gan gynnwys cynhyrchwyr a dosbarthwyr, yn cyfrif am 63 y cant o'r gwariant hwnnw (sef £47.2 miliwn).

Clywodd y Pwyllgor nad oes ffynhonnell gyhoeddus ar gyfer cael ffigurau cywir a chyfoes ar gaffael bwyd yn y sector cyhoeddus yng Nghymru. Awgrymwyd y dylai Llywodraeth Cymru sicrhau bod y wybodaeth hon yn cael ei diweddar a'i chyhoeddi'n rheolaidd.

Beth yw eich barn ynghylch a ddylid cyhoeddi'r wybodaeth hon yn rheolaidd?

Beth fyddai manteision ac anfanteision sicrhau bod y wybodaeth hon ar gael i'r cyhoedd?

### Caffael bwyd ffres, maethlon, a gynhyrchrir yn lleol

Mae cynyddu'r symiau o fwyd Cymreig neu fwyd lleol a gaiff ei gaffael gan y sector cyhoeddus yn rhoi cyfle i gefnogi cynhyrchwyr bwyd lleol. Ar ben hynny, mae'n darparu bwyd iach a maethlon i'r cyhoedd (e.e. cleifion ysgwyd, plant ysgol).

Adolygodd Sefydliad Polisi Cyhoeddus Cymru strategaeth a chynllun gweithredu bwyd a diod Llywodraeth Cymru yn 2016. Lluniodd yr Athro Terry Marsden a'r Athro Kevin Morgan o Brifysgol Caerdydd yr adroddiad: **Polisi Bwyd fel Polisi Cyhoeddus (2016)** (Saesneg yn unig). Mae argymhelliaid cyntaf yr adroddiad yn ymwneud â chaffael:

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Placing sustainable diets at the heart of food and nutritional policy  
through adopting successful public health interventions such as Food



for Life and bolstering public sector food procurement and catering provision.

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Sut y mae fframweithiau caffael bwyd y Gwasanaeth Caffael Cenedlaethol yn cyd-fynd â mentrau fel Bwyd am Oes?

Clywodd y Pwyllgor nad yw rheolau caffael yr Undeb Ewropeaidd yn atal contractau rhag pennu bwyd sy'n ffres, yn fforddiadwy ac yn faethlon; nac yn atal prynwyr rhag ymgysylltu â chyflenwyr lleol i ddatblygu dulliau gweithredu cynaliadwy a chydweithredol o ran bwyd. Dywedwyd wrthym y dylai Cymru chwarae rhan flaenllaw i annog cyrff cyhoeddus i brynu cynnyrch lleol neu gynnyrch Cymreig. Yn ychwanegol at y manteision economaidd amlwg, awgrymwyd y byddai manteision i hyn o ran lleihau milltiroedd bwyd, creu swyddi a sicrhau bod gwerth a ychwanegir yn ddiweddarach yn y gadwyn fwyd yn cael ei gadw yng Nghymru.

Pwysleisiwyd wrth y Pwyllgor hefyd bwysigrwydd sicrhau bod gwerth, yn hytrach na phris, yn ffactor mwy amlwg mewn penderfyniadau caffael. Awgrymwyd y dylai penderfyniadau roi pwysoliad o 60 y cant o leiaf ar ansawdd, gyda phwysoliad ar bris heb fod yn fwy na 40 y cant. Gallai defnyddio dangosyddion ansawdd a sicrwydd hefyd gefnogi'r dasg o ddynodi ansawdd y cynnyrch. Cydnabuwyd, fodd bynnag, y gallai pwyslais ar fwyd lleol, iach, gynyddu costau, yn enwedig yn y tymor byr.

Clywodd y Pwyllgor bryderon hefyd am faint o wastraff bwyd sydd yn y sector cyhoeddus.

Sut y mae fframweithiau caffael bwyd y Gwasanaeth Caffael Cenedlaethol yn cefnogi caffael bwyd iach, a gynhyrchir yn lleol?

Sut y mae fframweithiau caffael bwyd y Gwasanaeth Caffael Cenedlaethol yn hyrwyddo cynaliadwyedd (e.e. milltiroedd bwyd); ffresni (e.e. pa mor hir a gymerodd y llwybr o'r cae i'r plât); a tharddiad (e.e. statws gwarchodedig)? Sut y mae fframweithiau caffael bwyd y Gwasanaeth Caffael Cenedlaethol yn sicrhau bod gwastraff bwyd yn cael ei leihau? Sut y caiff gwastraff bwyd ei gofnodi a'i fonitro, a sut y mae awdurdodau lleol yn adrodd yn ei gylch?



## Cynllun gweithredu bwyd a diod Llywodraeth Cymru.

Mae Cynllun Gweithredu bwyd a diod Llywodraeth Cymru, Tuag at Dwf Cynaliadwy: Cynllun Gweithredu ar gyfer y Diwydiant Bwyd a Diod 2014–2020, yn dweud y bydd y Gwasanaeth Caffael Cenedlaethol (NPS) yn cael ei fesur yn erbyn cynyddu:

- y cyfleoedd i fusnesau bwyd gyflenwi'r sector cyhoeddus;
- nifer y cyflenwyr a maint/amrywiaeth y cynnrych a gyflenwir;
- y manteision i gynhyrchwyr bwyd sy'n targedu'r farchnad hon.

Mae un o gamau'r cynllun gweithredu (cam 30) yn ymwneud â chaffael cyhoeddus:

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Sicrhau bod modd datblygu cyfleoedd ym marchnad y sector cyhoeddus i'r diwydiant bwyd ac, yn benodol, i fusnesau bwyd bach a chanolig a microfusnesau bwyd.

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Roedd awgrym hefyd y byddai strategaeth fwyd gyffredinol yn ddefnyddiol i sicrhau cydbwysedd rhwng gofynion polisi cystadleuol fel strategaethau twf yn y farchnad, cynaliadwyedd ac iechyd. Pwysleisiwyd pwysigrwydd ewyllys a pharhad gwleidyddol. Ymhellach, y mae angen arweinyddiaeth i symud yn raddol at systemau bwyd mwy cynaliadwy a gwell maeth iechyd y cyhoedd.

Ydych chi'n credu y byddai unrhyw fuddion i'r Gwasanaeth Caffael Cenedlaethol o gael polisi bwyd cyffredinol?

Pa asesiad a wnaed o'r cynnydd a wnaed yn ôl cam gweithredu 30?

Ydych chi'n meddwl bod digon o bwyslais ar gaffael bwyd cyhoeddus yn y ddogfen Tuag at Dwf Cynaliadwy?

Beth fyddai manteision neu anfanteision cael strategaeth fwyd gyffredinol o ran caffael bwyd cyhoeddus?

## Fframweithiau bwyd y Gwasanaeth Caffael Cenedlaethol



Clywsom gan CLILC bod rhai pryderon ynghylch priodoldeb caffael bwyd a diod drwy fframwaith cenedlaethol. Dywedasant wrthym:

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There are however now concerns among officers that the issues experienced with the food category reflect some difficult truths; that food does not suit aggregation and needs to be an exception to the 'buying once for Wales' philosophy.

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Clywodd y Pwyllgor fod rhai awdurdodau lleol wedi penderfynu peidio â chymryd rhan mewn fframweithiau cenedlaethol ar gyfer caffael bwyd ac y byddant yn gwneud eu trefniadau eu hunain.

Fframwaith 1: Mae Cynhyrchion Bwyd a Diodydd Ffres (NPS-Food-0068-16) wedi bod ar waith ers mis Awst 2017. Faint o sefydliadau sydd wedi nodi y byddant yn defnyddio'r fframwaith hwn? Faint o aelod-sefydliadau sydd wedi dewis peidio â'i ddefnyddio?

Beth yw eich barn ar y pryderon a fynegwyd gan awdurdodau lleol ynghylch defnyddio'r Gwasanaeth Caffael Cenedlaethol ar gyfer caffael bwyd? Pa gamau a gymerwyd i fynd i'r afael â'r pryderon a fynegwyd gan awdurdodau lleol ynghylch y fframwaith?

Beth yw eich rhagamcanion ar gyfer gwariant o dan Fframwaith 1: Cynhyrchion Bwyd a Diodydd Ffres am y ddwy flynedd nesaf? Sut y mae'r rhagamcanion hyn wedi ystyried y gwariant yn ystod 2016-17 o dan y fframweithiau bwyd presennol?

Ydych chi'n credu bod Fframwaith 1: Cynhyrchion Bwyd a Diodydd Ffres yn darparu digon o hyblygrwydd i sefydliadau gaffael bwyd iach a gynhyrchir yn lleol?

### Strwythurau caffael eraill

Dywedwyd wrth y Pwyllgor y gallai awdurdodau lleol weithio gyda'i gilydd, yn annibynnol ar y Gwasanaeth Caffael Cenedlaethol, pan fydd ganddynt anghenion caffael cyffredin. Awgrymwyd y gallai cyllidebau arloesi rhanbarthol pwrpasol gael



eu defnyddio i gefnogi caffael arloesol. Gallai atebion a rennir ganiatáu i fwy o adnoddau gael eu defnyddio, a lleihau risgiau.

## Gadael yr Undeb Ewropeaidd

Trafodwyd yr effaith a'r cyfleoedd posibl sy'n codi yn sgîl gadael yr Undeb Ewropeaidd gyda'r Pwyllgor. O ystyried bod Cyfarwyddebau'r UE sy'n ymwneud â chaffael wedi'u trosi i gyfraith y DU, mae'n debygol na fydd newid ar unwaith i gyfraith caffael o'r dyddiad y bydd y DU yn gadael yr UE.

Fodd bynnag, awgrymwyd i'r Pwyllgor y byddai'n amserol adolygu deddfwriaeth sy'n ymwneud â chaffael er mwyn sicrhau bod trefniadau priodol ar waith pan fydd y DU wedi ymadael â'r UE. Awgrymwyd y dylai'r adolygiad ystyried –

- A yw rheolau cymorth gwladwriaethol yn berthnasol ac, os felly, sut, yn enwedig yng nghyd-destun consesiynau gwasanaeth.
- A yw'r ddeddfwriaeth yn gallu hwyluso mwy o hyblygrwydd i ganiatáu i awdurdodau lleol hyrwyddo cyflenwyr lleol.

Ar 12 Medi 2017, cyhoeddwyd datganiad ysgrifenedig gennych, sef, Addasu'r Gwasanaeth Caffael Cenedlaethol a Gwerth Cymru, pan gyhoeddodd y byddai'r Gwasanaeth a Gwerth Cymru yn cael eu hail-ffocysu i fanteisio ar unrhyw newidiadau o ran rheolau caffael yn dilyn Brexit'. Dywedodd:

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Yn ogystal â hyn, byddwn yn gweithio gyda busnesau i ystyried pob opsiwn posibl o ran datblygu cadwyni cyflenwi lleol ac i lenwi unrhyw fylchau cyflenwi ledled y wlad, fel bod busnesau Cymru mewn lle da i gystadlu a gwneud cais am gontactau'r sector cyhoeddus yma yng Nghymru a thu hwnt. Byddwn hefyd yn edrych ar sut y gallwn sicrhau bod buddsoddiadau mewn seilwaith yn cyd-fynd â'n rhagleni cyllid datblygu rhanbarthol er mwyn sicrhau eu bod yn cael yr effaith fwyaf posibl ac yn hybu twf economaidd a ffyniant cynhwysol ledled Cymru.

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Pa ystyriaeth sy'n cael ei rhoi i sut y gall Brexit effeithio ar gaffael bwyd? Pa waith sydd wedi'i wneud i ddatblygu cadwyni cyflenwi bwyd lleol neu i gefnogi busnesau bwyd Cymru i wneud cais am gontactau'r sector cyhoeddus yng Nghymru ac ymhellach i ffwrdd?

Byddwn yn ddiolchgar pe gallech ymateb i'r llythyr hwn erbyn 2 Chwefror 2018. Edrychaf ymlaen at gael eich ymateb.

Yn gywir,



**Mike Hedges AC**

**Cadeirydd y Pwyllgor Newid Hinsawdd, Amgylchedd a Materion Gwledig**





Eich cyf/Your ref  
Ein cyf/Our ref

1 Chwefror 2018

Annwyl Mike,

### Ailfeddwl am fwyd yng Nghymru – Proses gaffael y sector cyhoeddus

Diolch am eich llythyr dyddiedig 18 Rhagfyr 2017 yn tynnu sylw at y gwaith a wnaed gan y Pwyllgor Newid Hinsawdd, yr Amgylchedd a Materion Gwledig fel rhan o'i ymchwiliad i ailfeddwl am fwyd yng Nghymru, ac yn benodol y rôl y gall proses y sector cyhoeddus o gaffael bwyd a diod yng Nghymru ei chwarae yn y maes polisi bwyd a diod ehangach.

Gwnaethoch nodi bod dystiolaeth wedi dod i law'r Pwyllgor gan Gyngor Bwrdeistref Sirol Caerffili (sy'n cynrychioli CLILC); Partneriaeth Cydwasanaethau GIG Cymru; Hybu Cig Cymru a Bwrdd Diwydiant Bwyd a Diod Cymru. Gwnaeth y Pwyllgor hefyd glywed gan yr Athro Roberta Sonnino, Athro Polisi a Chynllunio Amgylcheddol, Prifysgol Caerdydd.

Mae'r Pwyllgor wedi nodi nifer o faterion yn ymwneud â'r Gwasanaeth Caffael Cenedlaethol (y GCC). Er hwylustod, rwyf wedi nodi'r rhain yn yr atodiad cysylltiedig, ynghyd â'r ymatebion perthnasol iddynt. Mae'r materion hynny lle ceir gorgyffwrdd wedi cael eu grwpio gyda'i gilydd.

Fel y gŵyr y Pwyllgor, dim ond ers mis Medi 2017 y mae fframwaith bwyd ffres y GCC wedi bod ar waith, a dim ond ers mis Tachwedd 2017 y mae fframwaith cynhyrchion aer-sefydlog wedi'u pecynnau y GCC wedi bod ar waith. Felly, mae'n anochel y bydd rhai o'r atebion yn betrus oherwydd natur gynnau y fframweithiau.

Mae fframweithiau bwyd ffres a chynhyrchion aer-sefydlog wedi'u pecynnau y GCC wedi'u nodi hefyd fel un o sawl ymarfer peilot sy'n cael ei gefnogi gan Gomisiynydd Llesiant Cenedlaethau'r Dyfodol i nodi a rhannu arfer da wrth gaffael yn y sector cyhoeddus er mwyn cefnogi llesiant cenedlaethau'r dyfodol. Felly, mae'r GCC yn cydweithio'n agos â'r Comisiynydd a chyrff blaenllaw eraill yn y diwydiant.

Cofion gorau,



**Mark Drakeford AM/AC**

Ysgrifennydd y Cabinet dros Gyllid  
Cabinet Secretary for Finance

**Atodiad 1**

**Gwariant ar gaffael bwyd yn y sector cyhoeddus**

1. *A ddylid cyhoeddi'r wybodaeth hon yn rheolaidd yn eich barn chi?*

Roedd Adroddiad Sector Cyhoeddus Cymru 2013 ar Brynu Bwyd, a gomisiynwyd gan Lywodraeth Cymru, yn amcangyfrif bod y sector cyhoeddus wedi gwario £74.4 miliwn ar fwyd a diod, a bod yr hyn a brynwyd oddi wrth gwmniau yng Nghymru, gan gynnwys cynhyrchwyr a dosbarthwyr, yn cyfrif am 63% (£47.2 miliwn).

Roedd Adroddiad Sector Cyhoeddus Cymru 2013 ar Brynu Bwyd wedi amcangyfrif gwariant y sector cyhoeddus ar fwyd a diod yn ogystal â'r gyfran a wariwyd gyda chwmniau yng Nghymru.

Heddiw, mae gwariant y sector cyhoeddus yng Nghymru ar gaffael yn cael ei gofnodi ar system dadansoddi gwariant, Atamis, a ariennir gan Lywodraeth Cymru. Mae hyn yn golygu y gall gwariant ar amrywiaeth eang o categorïau, gan gynnwys bwyd, gael ei ddadansoddi a'i asesu.

Gellid cyhoeddi'r data o'r system hon yn rheolaidd. Byddai cylch adrodd dwy flynedd yn fod i gadw llygad ar newidiadau a nodi patrymau sy'n dod i'r amlwg yn effeithiol.

2. *Beth fyddai manteision ac anfanteision trefnu bod y wybodaeth hon ar gael yn gyhoeddus?*

Byddai trefnu bod y wybodaeth hon ar gael yn gyhoeddus yn helpu i dynnu sylw at y gwariant sylweddol gyda chyflenwyr yng Nghymru ac, o bosibl, yn annog cyflenwyr eraill i ystyried gwneud cynnig am gyfleoedd yn y dyfodol neu i gyflenwi cynhyrchion lleol fel rhan o weithgarwch yn ail haen y gadwyn gyflenwi.

Dim ond yn ôl gwariant gyda chyflenwr, ac nid yn ôl y cynhyrchion a gyflenwyd, y gellir dadansoddi'r data, a gall hyn fod yn anfantais. Dim ond trosolwg lefel uchel o berfformiad y bydd yn gallu ei gynnig, ac ni fydd yn gallu nodi cynnyrch o Gymru sy'n cael ei gyrchu drwy weithgarwch yn yr ail haen neu haen is. Gallai hyn arwain at dynnu casgliadau camarweiniol.

## Caffael bwyd ffres, maethlon a gynhyrchir yn lleol

3. *Sut mae fframweithiau caffael bwyd y GCC yn cyd-fynd â mentrau megis Bwyd am Oes?*

Mae amrywiaeth eang o randdeiliaid o bob rhan o'r sector cyhoeddus yng Nghymru wedi dylanwadu ar y fframweithiau ac wedi'u llunio a'u datblygu. Mae'r rhanddeiliaid hyn yn cynnwys arbenigwyr polisi bwyd, arbenigwyr maeth, rheolwyr arlwo, cynghorwyr diogelwch bwyd ac arbenigwyr polisi gwastraff, yn ogystal â'r diwydiant bwyd a Chomisiynydd Llesiant Cenedlaethau'r Dyfodol.

Felly, mae'r fframweithiau yn cynnwys amrywiaeth eang o bolisiau a mentrau megis Bwyd am Oes, ac maent wedi cael eu llunio mewn ffordd sy'n cefnogi mentrau o'r fath yn llawn.

4. *Sut mae fframweithiau caffael bwyd y GCC yn cefnogi'r broses o gaffael bwyd iach a gynhyrchir yn lleol?*

Mae caffael bwyd iach a gynhyrchir yn lleol yn un o brif nodau'r fframweithiau, ac mae hyn wedi cael ei ddwyn i sylw'r chyflenwyr drwy ddogfennau'r fframweithiau a'r digwyddiadau ymgysylltu cyn caffael a gynhalwyd ledled Cymru.

Bydd y GCC yn cydweithio â chyflenwyr a'i gwsmeriaid yn y sector cyhoeddus er mwyn nodi a chyrchu mwy o amrywiaeth o gynnrych lleol pan fo hynny'n bosibl.

Lluniwyd y fframweithiau mewn ffordd sy'n golygu y gellir ychwanegu cynhyrchion newydd atynt a'u hyrwyddo.

5. *Sut mae fframweithiau caffael bwyd y GCC yn hyrwyddo cynaliadwyedd bwyd (e.e. milltiroedd bwyd); pa mor ffres ydyw (e.e. faint o amser y mae'n ei gymryd i gyrraedd y plât o'r maes); a'i darddiad (e.e. statws gwarchodedig)?*

Fel y nodwyd, mae fframwaith y GCC wedi cael ei lunio mewn ffordd sy'n golygu y gellir ychwanegu cynhyrchion lleol ato a fydd yn lleihau milltiroedd bwyd. Er mwyn sicrhau bod bwyd yn ffres, mae oes silff cylch oes o 75% wedi'i nodi yn y fanyleb ar gyfer cynhyrchion. Cafodd cynhyrchion â statws gwarchodedig eu cynnwys yn y fframwaith ar y cam tendro, a gellir eu hychwanegu at y fframweithiau hefyd wrth iddynt aeddfedu.

6. *Sut mae fframweithiau caffael bwyd y GCC yn sicrhau bod gwastraff bwyd yn cael ei leihau i'r eithaf?*
7. *A oes gofynion i gofnodi gwastraff bwyd, rhoi gwybod amdano a'i fonitro?*

Fel rhan o'r gwaith peilot ehangach gyda Chomisiynydd Llesiant Cenedlaethau'r Dyfodol, mae'r GCC wedi cydweithio'n agos â rhaglen lleihau gwastraff WRAP sy'n cael ei hariannu gan Lywodraeth Cymru, yn ogystal â chyngorwyr polisi gwastraff yn Llywodraeth Cymru ei hun. Hefyd, mae'r GCC wedi llofnodi Ymrwymiad Courtauld 2025, sef cytundeb gwirfoddol sy'n dod â'r cynhyrchydd a'r defnyddiwr yngyd i sicrhau bod y broses o gynhyrchu a defnyddio bwyd a diod yn fwy cynaliadwy.

eithaf drwy'r gofynion a nodir yn y fanyleb. Bydd mesuriadau yn cwmpasu'r meysydd canlynol ac yn golygu y gellir nodi tueddiadau a gwella perfformiad.

- Allyriadau nwyon tŷ gwydr
- Defnydd o ddŵr
- Gwastraff bwyd a gynhyrchir
- Gwastraff sy'n ddeunydd pecynnau

### Cynllun gweithredu bwyd a diod Llywodraeth Cymru

8. *A ydych yn credu y byddai cael polisi bwyd cyffredinol yn cynnig manteision i'r GCC?*

Fel y nodwyd yn fy ateb i gwestiwn 3, mae fframweithiau'r GCC wedi gwneud cryn dipyn yn hyn o beth, a byddwn yn fodlon cyhoeddi'r gwaith a wnaed i sicrhau bod polisiau a mentrau allweddol wedi cael eu cynnwys.

Ar hyn o bryd, mae'r GCC yn canolbwytio ar roi amrywiaeth o bolisiau a mentrau ar waith, ac nid ydym ar hyn o bryd am droi'r sylw hwnnw at ddatblygu polisi newydd.

9. *A yw'r cynnydd yn erbyn cam gweithredu 30 wedi cael ei asesu?*

Mae cam gweithredu 30 yn disgrifio'r ffordd y dylid datblygu cyfleoedd ym marchnad y sector cyhoeddus ar gyfer y diwydiant bwyd ac, yn benodol, BBaChau a microfusnesau bwyd. Wrth ddatblygu ei fframweithiau, cafodd hyn ei gefnogi gan y GCC drwy'r mesurau a ddisgrifir isod.

- Cynnal 12 o ddigwyddiadau ymgysylltu â'r farchnad cyn caffael yng Nghymru er mwyn nodi materion yn ymwneud â'r farchnad a helpu busnesau llai i baratoi i wneud cynnig.
- Cynnal gweithdai sut i dendro yn ystod y broses caffael er mwyn helpu busnesau llai i ddeall y gofynion tendro yn well.
- Gweithredu strwythur parth daearyddol fel rhan o'r broses caffael a fyddai'n galluogi busnesau llai i wneud cynnig i gyflenwi yn lleol.

Un o fesurau llwyddiant allweddol y camau gweithredu hyn yw'r ffaith bod 73% o'r cyflenwyr a benodwyd i fframwaith bwyd ffres y GCC yn BBaChau yng Nghymru.

10. *A ydych o'r farn bod digon o bwyslais ar broses caffael bwyd y sector cyhoeddus yn 'Tuag at Dwf Cynaliadwy'?*

O ran y pwyslais a roddir ar broses caffael y sector cyhoeddus yn 'Tuag at Dwf Cynaliadwy', mae'r adroddiad yn nodi bod tua 10% o'r trosiant ymhlið y 300 o gyflenwyr a gwblhaodd yr arolwg yn ymwneud â chyflenwi'r sector cyhoeddus yng Nghymru. Cynlluniwyd i'r pwyslais ar broses caffael bwyd y sector cyhoeddus yn 'Tuag at Dwf Cynaliadwy' adlewyrchu'r matrics hwnnw.

11. *Beth fyddai manteision neu anfanteision cael strategaeth bwyd gyffredinol i broses caffael bwyd y sector cyhoeddus?*

Rwyf wedi ymdrin â hyn yn fy ateb i gwestiwn 8.

## Fframweithiau bwyd y GCC

12. *Fframwaith 1: Mae Cynhyrchion Bwyd a Diod Ffres (NPS-Food-0068-16) wedi bod ar waith ers mis Awst 2017. Faint o sefydliadau sydd wedi nodi y byddant yn defnyddio'r fframwaith hwn?*

Hyd yma, mae tua 25 o sefydliadau yn defnyddio neu wedi nodi y byddant yn defnyddio'r fframwaith yn rhannol neu'n llawn.

13. *Faint o sefydliadau sy'n aelodau sydd wedi optio allan?*

Mae dau sefydliad wedi optio allan yn ffurfiol, ond wedi cadw'r hawl i ymuno â'r fframweithiau yn nes ymlaen.

14. *Beth yw eich barn ar y pryderon a fynegwyd gan awdurdodau lleol ynghylch y defnydd o'r GCC ar gyfer caffael bwyd? Pa gamau a gymerwyd i fynd i'r afael â'r pryderon a fynegwyd gan awdurdodau lleol ynghylch y fframwaith?*

Cafodd y fframweithiau eu llunio gan grŵp o randdeiliaid o bob rhan o'r sector cyhoeddus yng Nghymru, a oedd yn cynnwys arbenigwyr arlwyd a chaffael awdurdodau lleol yn bennaf. Hefyd, roedd y fframwaith yn destun adolygiad gan gymheiriaid, a hynny gan Grŵp Cyflenwi'r GCC sy'n gyfrifol am lywodraethu gweithredol ac sy'n cynnwys pedwar uwch arweinydd caffael o awdurdodau lleol. Mynegodd Grŵp Cyflenwi'r GCC bryderon ynghylch y parthau daearyddol a gynigiwyd a'r ffaith nad oedd parthau cyflenwi awdurdodau lleol penodol. Aethpwyd i'r afael â'r pryderon hyn a chafodd y model ei newid i gynnwys cyflenwi lleol.

15. *Beth yw eich amcanestyniadau ar gyfer gwariant o dan Fframwaith 1: Cynhyrchion Bwyd a Diod Ffres ar gyfer y ddwy flynedd nesaf?*

Yn 2018/19, amcangyfrifir mai £9 miliwn fydd y gwariant fel rhan o'r fframwaith. Bydd amcanestyniadau ar gyfer 2019/20 ar gael pan ddaw data yn gliriach.

16. *Sut mae'r amcanestyniadau hyn wedi ystyried y gwariant yn ystod 2016/17 o dan y fframweithiau bwyd presennol?*

Mae'r amcanestyniad yn seiliedig ar nodi'r sefydliadau hynny a fydd yn symud i gytundebau'r GCC pan fydd eu cytundebau presennol wedi dod i ben.

17. *A ydych yn credu bod Fframwaith 1: Cynhyrchion Bwyd a Diod Ffres yn cynnig digon o hyblygrwydd i sefydliadau caffael bwyd iach a gynhyrchrir yn lleol?*

Fel y nodais yn fy ateb i gwestiwn 4, lluniwyd y fframwaith mewn ffordd sy'n golygu y gellir ychwanegu cynhyrchion newydd, iach a gynhyrchrir yn lleol ato a'u hyrwyddo.

## Brexit

18. *Pa ystyriaeth sy'n cael ei rhoi i'r ffordd y gall Brexit effeithio ar caffael bwyd?*

Fel y gwnaethoch ei nodi, cyhoeddais ddatganiad ysgrifenedig ar 12 Medi 2017, sef Addasu'r Gwasanaeth Caffael Cenedlaethol a Gwerth Cymru. Bydd rhan o'r adolygiad hwn yn galluogi Cymru i fanteisio ar unrhyw newidiadau i reolau caffael. Mae'r adolygiad yn mynd rhagddo ar hyn o bryd, a byddaf yn cyhoeddi'r canfyddiadau cychwynnol maes o law.

Yn ogystal, bydd Llywodraeth Cymru hefyd yn cyhoeddi dogfen sy'n ystyried effaith bosibl Brexit ar yr economi wledig yn fuan.

19. *Pa waith a wnaed i ddatblygu cadwyni cyflenwi bwyd lleol neu gefnogi busnesau bwyd yng Nghymru i wneud cynnig am gontactau yn y sector cyhoeddus yng Nghymru a thu hwnt?*

Fel y disgrifiaiws yn yr ateb i gwestiwn 9, mae'r GCC wedi gwneud gwaith sylweddol yn y maes hwn, a'r arwydd cynnar cadarnhaol yw bod 80% o'r darparwyr sydd ar y fframwaith bwyd ffres wedi'u lleoli yng Nghymru a bod 73% ohonynt yn BBaChau yng Nghymru.

Yn ogystal, mae is-adran bwyd Llywodraeth Cymru yn dal i gefnogi diwydiant bwyd Cymru yn sylweddol drwy roi cymorth yn ymwneud â'r gadwyn gyflenwi a'i gyflwyno i farchnadoedd ehangach. Mae sawl pecyn cymorth busnes wedi buddsoddi mewn arloesi, marchnata a phobl. Mae gan y Cynllun Buddsoddi mewn Busnesau Bwyd swm cymeradwy o bron £30 miliwn i'w fuddsoddi mewn 34 o fusnesau sy'n tyfu. O ran arloesi, mae Prosiect Helix yn annog diwydiant o arloesi ac entrepreneurship ac mae cymorth ymarferol, wedi'i gefnogi gan fuddsoddiad o £21 miliwn, yn cyflenwi cynhyrchion a phrosesau newydd er mwyn ateb galw'r farchnad a mwyhau gwerth. Mae'r rhaglen clwstwr busnes yn cynnwys chwe chlwstwr allweddol a grwpiau â diddordeb arbennig lle mae mwy na 400 o fusnesau yn ymwneud â meysydd busnes pwysig o'r cynllun gweithredu bwyd a diod. Fel grwpiau â diddordeb cyffredin, mae clystyrau'n ysgogi twf, yn cynyddu nifer y cyfleoedd newydd, yn ychwanegu gwerth ac yn creu cadwyni cyflenwi cryfach.



Ein cyf/Our ref MA/P/LG/0181/18

Llywodraeth Cymru  
Welsh Government

Mike Hedges AC  
Cadeirydd,  
Y Pwyllgor Newid Hinsawdd, yr Amgylchedd a Materion Gwledig

6

Chwefror 2018

*Annyyl Mike*

Diolch am eich llythyr ar 19 Rhagfyr ynghylch y Rhaglen i Ddileu TB Buchol. Fel y gwyddoch, mae ein Rhaglen i Ddileu TB, sydd wedi'i chyflwyno ar ei newydd wedd yn ddiweddar, bellach yn cynnwys camau i ddileu'r afiechyd ar sail ranbarthol. Mae'r rhaglen wedi bod ar waith ers 1 Hydref.

Rydych yn cyfeirio at fy Natganiad Ysgrifenedig dyddiedig 12 Rhagfyr, pan gyhoeddais dargedau ar gyfer dileu TB ym mhob un o'r Ardaloedd TB, yn ogystal â thargedau ar gyfer Cymru gyfan. Byddwn yn croesawu'r cyfle i drafod y targedau hyn ymhellach â'r Pwyllgor Newid Hinsawdd, Amgylchedd a Materion Gwledig yn y dyfodol.

Yn eich llythyr rydych yn gofyn am eglurhad ynghylch nifer o elfennau'r Rhaglen i Ddileu TB. Rwyf am ymateb i'r pwyntiau hyn yn yr un drefn.

### Profi am TB

Mae Llywodraeth Cymru wedi ymrwymo i ddefnyddio'r wyddoniaeth a'r dechnoleg ddiweddaraf er mwyn datblygu a gwella ein Rhaglen i Ddileu TB. Mae hyn wrth gwrs yn cynnwys y datblygiadau a'r ymchwil ddiweddaraf i brofion newydd am TB. Rwy'n cydnabod bod gwaith i ddatblygu nifer o brofion newydd yn mynd rhagddo yn y DU ar hyn o bryd, a bod nifer o unigolion a sefydliadau yn ymgymryd â'r gwaith hwnnw. Rwy'n cymryd diddordeb mawr ym mhob datblygiad sy'n ymwneud â phrofion newydd am TB.

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Rydym yn croesawu derbyn gohebiaeth yn Gymraeg. Byddwn yn ateb gohebiaeth a dderbynir yn Gymraeg yn Gymraeg ac ni fydd gohebu yn Gymraeg yn arwain at oedi.

Tudalen y pecyn 65

We welcome receiving correspondence in Welsh. Any correspondence received in Welsh will be answered in Welsh and responding in Welsh will not lead to a delay in responding.

Rwy'n gyfarwydd â gwaith Dick Sibley yn Nyfnaint ar y profion am ffâg a'r Adwaith Cadwynol Polymerasau (PCR). Mae gan yr Athro Christianne Glossop, Prif Swyddog Milfeddygol Cymru, berthynas weithio dda â Dick ac mae hi wedi ymweld â'r fferm yn Nyfnaint lle mae'r gwaith hwn yn mynd rhagddo. Ers peth amser, mae Christianne wedi bod yn trafod y prawf am ffâg â Cath Rees. O dan gyllideb ymchwil TB ar y cyd, mae Defra a Llywodraeth Cymru wedi buddsoddi mewn profion diagnostig i ganfod *M.bovis* yn ysgarthion moch daear. Yn fwyaf diweddar, o dan God Prosiect Defra SE3289, ariannwyd astudiaeth i gynnal asesiad cymharol o'r dulliau diagnostig a ddefnyddir i ddod o hyd i *M.bovis* yn ysgarthion moch daear. Canfu'r ymchwil nad oedd unrhyw brawf yn bodloni'r meinu prawf a bennwyd ymlaen llaw ar gyfer perfformiad y profion, er mai prawf PCR a ddatblygwyd gan Brifysgol Warwick oedd y prawf a berfformiodd orau drwyddi draw. Serch hynny, mae'r ffaith nad yw'n perfformio'n ddigon da o dan rai meinu prawf yn dangos ym mha feysydd y gallai fod angen rhagor o waith asesu a dilysu er mwyn deall nodweddion y perfformiad a pha mor ddefnyddiol yw'r prawf. Bydd hyn hefyd o gymorth wrth benderfynu a ellid ei ddefnyddio ar lawr gwlad, ac os hynny, y ffordd orau o fwrw ati.

Er fy mod yn cadw golwg ar ddatblygiad profion TB newydd sydd ar y gweill, cyfrifoldeb y diwydiant yw trefnu i ddilysu'r profion hyn. O dan Orchymyn Twbercwlosis (Cymru) 2010 (fel y'i diwygiwyd) gall Gweinidogion Cymru gymeradwyo math arall o brawf diagnostig yn ogystal â'r prawf croen (neu'r prawf gama interfferon, sydd wedi'i gymeradwyo fel prawf ategol gan yr Undeb Ewropeaidd). Fodd bynnag, yn amlwg ni all Gweinidogion Cymru gymeradwyo math arall o brawf heb dystiolaeth wyddonol i gefnogi ei gywirdeb. Byddai perygl o her gyfreithiol yngylch y defnydd o'r prawf a'r sail ar gyfer lladd gwartheg be bai adwaith cadarnhaol i brawf sydd heb ei ddilysu.

Cyfrifoldeb datblygwyd a gweithgynhyrchwyr profion diagnostig yw ariannu'r gwaith o ddilysu'r profion newydd yn unol â'r safonau sy'n ofynnol gan Sefydliad Iechyd Anifeiliaid y Byd (OIE). Mae'r Asiantaeth Iechyd Anifeiliaid a Phlanhigion (APHA) wedi egluro'r camau yn y broses ddilysu ac wedi cynnig cymorth gyda chasglu samplau a chyngor arbenigol i holl weithgynhyrchwyr darpar brofion ar gyfer TB mewn gwartheg (a rhywogaethau eraill o ddiddordeb).

Er gwaethaf yr angen i ddilysu profion, tra bydd y Deyrnas Unedig yn rhan o'r Undeb Ewropeaidd a thra bydd ganddi Gynllun wedi'i gymeradwyo ar waith ar gyfer Dileu TB, mae'r DU wedi'i chyfyngu o ran y prawf y gall ei ddefnyddio i ganfod statws Heb TB Swyddogol mewn buches i'r rhai sydd wedi'u cymeradwyo i'w defnyddio gan yr UE. Mae'r rhai sydd wedi'u cymeradwyo ar hyn o bryd yn cynnwys y prawf croen twbercwlin a'r prawf gwaed gama interfferon. Mae profion gwrthgyrff eraill (sydd wedi cael eu dilysu) yn cael eu defnyddio ond ni chaniateir defnyddio'r rhain i ganfod statws Heb TB Swyddogol mewn buches.

Rydych yn holi a wyf wedi ystyried a oes digon o hyblygrwydd yn y system brofi bresennol, gan holi hefyd yngylch y posiblwydd o ddefnyddio gwahanol brofion ar adegau gwahanol yn y Rhaglen i Ddileu TB. Rwy'n credu bod digon o hyblygrwydd yn ein rhaglen i brofi am TB ac rydym eisoes yn amrywio pa mor sensitif yw'r prawf croen, a'r modd y dehonglir y canlyniadau, er mwyn rhoi sylw i amgylchiadau epidemiologol. At hynny, pan fydd hyn yn briodol, rydym yn cynnwys y prawf gwaed gama interfferon yn ein rhaglen brofi. Rydym hefyd yn amrywio'r system i brofi am TB pan geir achosion cyson o TB sy'n para mwy na 12 mis, a hynny drwy feithrin gwell dealtwriaeth epidemiologol o'r afiechyd mewn buches ac yn yr ardal ehangach. Bydd y Pwyllgor yn ymwybodol bod buchesi yn yr Ardal Triniaeth Ddwys yn cael eu profi am TB bob 6 mis ar hyn o bryd. Rydym eisoes wedi cyflwyno llawer o hyblygrwydd yn y system brofi bresennol, ac rwyf wedi esbonio o'r blaen bod yn rhaid inni weithio'n unol â'r fframwaith cyfreithiol wrth ddefnyddio profion wedi'u dilysu am TB.

O ran iechyd a diogelwch ar ffermydd, rwy'n cytuno y gall trin da byw a gweithio gyda'r anifeiliaid hyn fod yn beryglus bob amser. Nid yw'r risgau hyn, wrth gwrs, wedi'u cyfyngu i brofi am TB, ond maent yn gyffredin wrth ffermio a gweithio gydag anifeiliaid mawr. Yn gyntaf, mae'n bwysig nodi bod y gyfraith yn ei gwneud yn ofynnol i ffermwyr ddarparu cyfleusterau addas a rhoi cymorth er mwyn gallu profi am TB. Os bydd y sawl sy'n cynnal y prawf, wrth asesu'r cyfleusterau profi a ddarparwyd gan geidwad y gwartheg, yn credu ei bod yn rhy beryglus dechrau neu barhau â phrawf, mae hawl gan y person hwnnw i roi gorau i'r prawf oherwydd pryderon am iechyd a diogelwch.

Mae'r Partneriaid Cyflenwi Milfeddygol yng Nghymru, sef Iechyd Da (Gwledig) Ltd a Menter a Busnes, yn gorfod cydymffurfio â gofynion iechyd a diogelwch fel rhan o'u contractau. At hynny mae APHA yn rhoi canllawiau yn y maes hwn ac mae ganddi ei gweithdrefnau a'i phrotocolau ei hun er mwyn lleihau'r risgau. Mae'r Partneriaid Cyflenwi ac APHA yn monitro, yn cofnodi ac yn rhoi gwybod am bethau a aiff o chwith wrth gynnal profion am TB. Mae gan yr Awdurdod Gweithredol Iechyd a Diogelwch hefyd ganllawiau ynghylch iechyd a diogelwch mewn byd amaeth, ac mae'n ofynnol yn gyfreithiol i roi gwybod am ddamweiniau a digwyddiadau penodol i'r Awdurdod. Mae'r tri Bwrdd Rhanbarthol ar gyfer Dileu TB yn cynnal digwyddiadau'n rheolaidd ledled Cymru i hyrwyddo arferion gorau, ac mae'r rhain yn cynnwys rhoi canllawiau ymarferol ynghylch iechyd a diogelwch.

Y llynedd bûm mewn gweithdy a drefnwyd gan Bartneriaeth Diogelwch Fferm Cymru, sef partneriaeth rhwng yr holl sefydliadau am aethyddol o bwys yng Nghymru. Gwaith y Bartneriaeth yw gwella ymwybyddiaeth o'r peryglon o weithio ar ffermydd, er mwyn lleihau'r risg o anafiadau a damweiniau i bobl yn benodol, ond hefyd i'r stoc. Roedd hwn yn un o gyfres o weithdai a drefnwyd gan y Bartneriaeth, ar y cyd â Cyswllt Ffermio. Gall ffermwyr cymwys sydd wedi cofrestru â Cyswllt Ffermio ddilyn modiwl e-ddysgu ynghylch iechyd a diogelwch ar ffermydd.

### Prynu Gwybodus (Masnachu ar Sail Risg)

Rwy'n cydnabod bod cynlluniau Prynu Gwybodus/Masnachu ar Sail Risg wedi cyfrannu'n sylweddol at ddileu TB yn Seland Newydd ac Awstralia. Yn fy Natganiad Llafar ym mis Mehefin 2017, eglurais y byddai Llywodraeth Cymru yn parhau â chynllun gwirfoddol yn y tymor byr i'r tymor canolig, gan annog ffermwyr i ddarparu gwybodaeth am TB ac annog marchnadoedd i ddangos y wybodaeth honno. Dywedais hefyd y byddai Llywodraeth Cymru yn edrych ar sut y gellid cyflwyno cynllun gorfodol yn y tymor hwy er mwyn sicrhau bod y rheini sy'n gwerthu gwartheg yn rhoi gwybodaeth am TB wrth werthu, ac mae'r gwaith hwn yn mynd rhagddo.

Drwy ymchwilio o safbwyt epidemiolegol i achosion o TB, rydym yn ymwybodol bod symud gwartheg ac arferion prynu yn ffactorau risg o bwys a all achosi i TB buchol ledu. Rydym wedi bod yn annog ffermwyr i wneud penderfyniadau doeth wrth brynu drwy amryw o gynlluniau fel ibTB a thrwy roi grantiau i farchnadoedd er mwyn iddynt allu prynu neu ddiweddar eu cyfleusterau arddangos. Er na fanteisiodd llawer ar y grant, a bod hyn yn siomedig, rydym yn parhau i weithio gyda'r rheini sy'n gyfrifol am y marchnadoedd er mwyn gwneud y defnydd gorau posibl o'r cyfleusterau. Rydym hefyd yn cefnogi'r cynlluniau iechyd TB gwirfoddol o dan y Safonau Ardystio Iechyd Gwartheg, neu'r CHeCS. Mae'r CHeCS yn rhoi lefel (1-10) i'r buchesi sy'n cymryd rhan, ar sail nifer y blynyddoedd y bu'r buchesi hynny heb TB. Mae hyn yn ei dro yn galluogi prynwyr i leihau cymaint ag y bo modd y risg o gyflwyno'r afiechyd. At hynny, bydd y buchesi sy'n cymryd rhan ac sydd â'r risg isaf wedi'u heithrio o rai o'n camau rheoli, er enghraift, ni fydd ceidwaid gwartheg yn yr Ardal TB Isel sy'n prynu gwartheg o fuchesi lefel 10 CHeCS yn gorfod cynnal profion ar ôl symud ar yr anifeiliaid wrth iddynt gyrraedd.

Nid wyf wedi diystyr u cyflwyno Cynllun Prynus Gwybodus gwirfoddol. Fodd bynnag, mae'n hynod siomedig nad yw rhai ffermwyr yn dal i fanteisio ar y wybodaeth sydd ar gael i'w helpu i brynu'n wybodus, er gwaethaf y gwaith sy'n dal i gael ei wneud gyda'r diwydiant yn y maes hwn. Rydym yn gwybod drwy gofnodion symud a gwaith epidemiologol bod ffermwyr yn dal i brynu gwartheg o fuchesi risg uwch yn yr ardaloedd TB endemig, ac nid yw'n ymddangos bod eu hymddygiad yn newid. Mae'n siomedig hefyd bod yr adborth o farchnadoedd yn dangos nad yw nifer sylweddol o ffermwyr yn darparu gwybodaeth am TB nac yn wir yn gofyn am wybodaeth o'r fath ynghylch y gwartheg sy'n cael eu gwerthu. Mae'r dystiolaeth a'r adborth yma yn fy arwain i gredu ei bod yn bosibl mai dim ond drwy gyflwyno cynllun gorfodol, gan ei gwneud yn ofynnol i ffermwyr roi gwybodaeth am statws TB eu buches wrth werthu, y gellir cael cynllun llwyddiannus yn y diwydiant. Ni fydd meddu ar wybodaeth wrth werthu ynddo'i hun yn newid ymddygiad rhai ffermwyr oni bai bod manteision amlwg i fusnesau drwy brynu gwartheg risg is, gan leihau'r risg o gyflwyno TB buchol. Byddwn yn parhau i weithio gyda rhanddeiliaid er mwyn eu hannog i ddarparu ac arddangos gwybodaeth, gan bwysleisio pwysigrwydd prynu'n ddoeth.

O ran yr amgylchiadau a fyddai'n arwain at gyflwyno dull gorfodol, fel a nodwyd yn y Cynllun Cyflenwi i Ddileu TB, mae cynllun gorfodol yn amcan yn y tymor hwy o dan ein Rhaglen. Dim ond drwy edrych ar nifer yr ymwelliadau â'r wefan y gellir monitro ibTB. Nid yw'n bosibl ar hyn o bryd dadansoddi na chael manylion am bwy sy'n edrych ar ibTB, gan fod y wefan yn agored i bawb ac ar gael i'r cyhoedd ei gweld. Y diwydiant sy'n arwain y CHeCS, a'r CHeCS eu hunain a'r cwmnïau sy'n darparu'r gwasanaeth sy'n monitro'r niferoedd sy'n manteisio arno. Rydym yn monitro symudiadau gwartheg a thueddiadau'n ofalus, gan ymchwilio i weld o ble y caiff gwartheg eu prynu ac yn defnyddio'r wybodaeth hon i weld sut y mae ymddygiad yn newid. Law yn llaw â hyn, mae cynnydd tuag at y targedau a'r cerrig milltir a gyhoeddwyd gennym yn debygol o ddatblygiadau yn y maes hwn. Bydd yr elfennau hyn yn sail i'n syniadau ac i'r camau nesaf o ran cyflwyno cynllun Prynus Gwybodus gorfodol yng Nghymru. Mae'n rhy gynnar yn y broses o ddatblygu'r polisi hwn i asesu effaith debygol cynllun gorfodol o'i gymharu â chynllun gwirfoddol, ac mae gwaith i werthuso hyn yn mynd rhagddo.

O ran y trefniadau adrodd rhanbarthol o dan y dull newydd, mae'r Dangosfwrdd TB, sy'n cael ei ddiweddu'n chwarterol, yn rhoi dadansodiadau rhanbarthol manwl o'r prif ystadegau a'r tuediadau sy'n gysylltiedig â'r afiechyd. Un o amcanion creu system ranbarthol yw annog ffermwyr ym mhob rhanbarth i berchnogi'r afiechyd, nid yn unig yn eu hardal leol gyfagos, ond yn eu hardal ehangach hefyd. Mae'r Byrddau Cyflenwi Rhanbarthol ar gyfer Dileu TB yn cefnogi'r dull hwn ac mae ganddynt raglenni fel cyfarfodydd gyda'r nos a digwyddiadau i rannu arferion gorau er mwyn rhoi gwybodaeth bwysig i ffermwyr yn eu hardaloedd, nid yn unig o ran Prynus Gwybodus, ond hefyd am y Rhaglen i Ddileu TB yn fwy cyffredinol.

## Llywodraethu

Mae'r Rhaglen i Ddileu TB wedi'i seilio ar yr egwyddor sylfaenol y dylid gweithio mewn partneriaeth o'r dechrau'n deg. Dim ond os bydd pawb sy'n rhan o'r broses yn cydweithio y gellir dileu TB Buchol, ac rwy'n llwyr gydnabod pwysigrwydd cynnwys y partïon hyn yn y broses o greu polisi, gan geisio'u barn bob amser. Mae gweithio mewn partneriaeth yn un o werthoedd craidd y Fframwaith Iechyd a Lles Anifeiliaid, sy'n sail i'n polisiau ar gyfer gwella safonau iechyd a lles anifeiliaid yng Nghymru.

Mae eich llythyr yn cyfeirio at drefniadau llywodraethu yn Awstralia a Seland Newydd. Yn amlwg mae'r diwydiant yng Nghymru'n wahanol iawn i'r diwydiant yn y ddwy wlad hynny, ac o ganlyniad ni fyddai'n briodol seilio ein dulliau ni yng Nghymru ar ddulliau'r gwledydd hynny gan fod cymaint o wahaniaethau amlwg rhwngom.

Byddem yn croesawu arweiniad cryfach a mwy o gydweithio gwirioneddol gan y diwydiant ffermio a chan eraill sy'n rhan o'n Rhaglen. Rydym yn parhau i drafod mewn ffordd weithgar ac agored ag ystod o randdeiliaid er mwyn ein helpu i ffurio a datblygu polisi, ac er mwyn sicrhau ein bod yn gweithredu polisiau ac yn cyfathrebu'n effeithiol. Mae ysgwyddo cyfrifoldeb a rhannu costau yn ganolog i'r model yn rhaglen Seland Newydd. Byddai'n dda gennyd glywed beth yw barn y Pwyllgor am ddull o'r fath, yn enwedig yn sgil yr ansicrwydd wrth i'r DUadael yr Undeb Ewropeaidd, a'i farm ynghylch a allai dull tebyg ein helpu i gydweithio'n well o dan ein Rhaglen ni.

Wrth ymgynghori y llynedd ar y Rhaglen ar ei newydd wedd, gofynnwyd am farn pobl ynghylch llywodraethu ein Rhaglen i Ddileu TB. Roedd hyn yn cynnwys gofyn am farn pobl am strwythurau Bwrdd y Rhaglen i Ddileu TB a'r Byrddau Rhanbarthol ar gyfer Dileu TB. Roedd hi'n siomedig mai prin iawn oedd y bobl a ymatebodd i'r rhan hon o'r ymgynghoriad. Serch hynny, mae Llywodraeth Cymru, ar y cyd â Bwrdd y Rhaglen a'r Byrddau Cyflenwi Rhanbarthol ar gyfer Dileu TB, wedi adolygu trefniadau llywodraethu'r Rhaglen. Cytunwyd y dylid cadw strwythur, aelodaeth a chylch gorchwyl presennol Bwrdd y Rhaglen i Ddileu TB. Mae cylchoedd gorchwyl y Byrddau Cyflenwi Rhanbarthol ar gyfer Dileu TB wedi cael eu hadolygu yn sgil y dull rhanbarthol newydd o weithio i ddileu TB, a'r argymhelliaid oedd y dylid penodi ysgrifenyddiaeth annibynnol i gynorthwyo'r Byrddau. Penderfynwyd cadw aelodaeth y Byrddau Cyflenwi Rhanbarthol ar gyfer Dileu TB hefyd, gan deimlo bod y Byrddau'n cynnwys y cyfuniad iawn o unigolion a sefydliadau cynrychioladol. Ryw'n edrych ymlaen at gynnal perthynas weithio dda â'r Byrddau, ac at glywed eu barn a'u hargymhellion yn y dyfodol, gan ddatblygu ar y gwaith sydd eisoes wedi'i wneud.

## Brexit

Mae Llywodraeth Cymru yn gwerthfawrogi cyfraniad sylweddol milfeddygon yr Undeb Ewropeaidd at y proffesiwn milfeddygol yng Nghymru ac yn'r cyfraniad hwnnw (diffinnir y rhain fel milfeddygon sydd wedi graddio o ysgolion milfeddygol yn yr Undeb Ewropeaidd ond y tu allan i'r DU). Mae rhai bellach yn wladolion Prydeinig, ond go brin bod y rhan fwyaf ohonynt). Maent yn cyfrannu mewn nifer o ffyrdd, gan gynnwys mewn practisiau milfeddygol preifat ac yng ngwasanaethau milfeddygol y llywodraeth. Yn benodol, mae gwasanaethau milfeddygol ein Llywodraeth ni, yr APHA a'r Asiantaeth Safonau Bwyd, yn arbennig o ddibynnol ar filfeddygon o'r Undeb Ewropeaidd. O ran TB buchol, mae milfeddygon yr Undeb Ewropeaidd yn cyfrannu'n sylweddol at ein Rhaglen i Ddileu TB yng Nghymru, a hynny fel Milfeddygon Swyddogol ac fel aelodau o staff APHA.

Ar hyn o bryd, mae Cyfarwyddeb yr Undeb Ewropeaidd yn pennu sut y caiff milfeddygon eu cofrestru a sut y caiff cymwysterau eu cydnabod, ac mae'r Gyfarwyddeb hon yn rhan o gyfraith y DU ar ffurf pŵer sydd wedi'i gadw'n ôl. Defra a Choleg Brenhinol y Milfeddygon sy'n gyfrifol am y maes hwn. Mae'n debygol y bydd Brexit yn effeithio ar ein gweithlu milfeddygol, nid yn unig yn sgil newidiadau posibl i'r modd y caiff cymwysterau eu cydnabod, ac i'r hawl i fyw a gweithio yma, ond hefyd yn sgil dewisiadau personol a phamor atyniadol yw Cymru a'r DU fel llefydd i fyw a gweithio ynddynt.

Serch hynny, nid yw effaith bosibl Brexit ar y rheini sy'n rhan o'r gweithlu milfeddygol ac sy'n ymwneud â TB buchol wedi'i asesu'n llawn, gan nad yw'r mater hwn yn fater sy'n berthnasol i Gymru'n unig. Mae Llywodraeth Cymru'n llwyr ymwybodol o'r heriau y gallwn eu hwynebu, ac mae wrhi'n rhoi sylw i'r rhain. Rydym yn gwneud hyn ar y cyd â gweinyddiaethau eraill yn y DU a'r cyrff proffesiynol perthnasol, sef Coleg Brenhinol y Milfeddygon a Chymdeithas Milfeddygon Prydain, drwy fforwm newydd, sef y Prosiect Gallu a Chapasiti Milfeddygon (VCCP). Ein nod yw sicrhau bod gan Gymru y gweithlu milfeddygol y mae ei angen arni, a hynny nawr ac yn y dyfodol, gan llwyr gydnabod cyfraniadau milfeddygon o'r Undeb Ewropeaidd a'n milfeddygon ein hunain.

O dan gontract prosiect y Partneriaid Cyflenwi Milfeddygol, mae'n werth nodi bod un o'r amodau'n ymwneud â darparu gwasanaethau milfeddygol yng nghefn gwlad Cymru. Roedd hyn yn cynnwys ei gwneud yn ofynnol i'r cwmnïau a fyddai'n cyflwyno cais feddu ar wybodaeth ymarferol o'r diwydiant da byw, epidemioleg TB a'r amrywiaeth o bolisiâu a oedd yn berthnasol i'r ardaloedd dan sylw, gan gynnwys bod yn ddigon cyfarwydd â lleoliad ffermydd er mwyn rhoi gwasanaeth effeithlon i'r diwydiant. Roedd yn rhaid i gwmnïau a fyddai'n cyflwyno ceisiadau am y lotiau yng Nghymru ddangos hefyd sut y byddent yn cydymffurfio â safonau'r Gymraeg wrth ddarparu eu gwasanaeth.

### Adrodd am y cynnydd

O ran adrodd i'r Pwyllgor ac eraill am y cynnydd, rwy'n fodlon gwneud hynny gerbron y Cynulliad cyfan yn flynyddol. Serch hynny, bydd yn rhaid imi gael cyngor gan epidemiolegwyr ac ystadegwyr ynghylch amseru unrhyw adroddiad o'r fath. Caiff ystadegau am TB eu cyhoeddi 2-3 mis ar ôl eu casglu, yn sgil yr amser y mae'n ei gymryd i gael canlyniadau bacterioleg yn ôl ac i fireinio a dadansoddi'r ystadegau. Efallai'n wir y dylid cyflwyno adroddiad ym mhob blwyddyn galendr er mwyn sicrhau cysondeb â'r ystadegau TB cenedlaethol a'r adroddiadau gwyliadwriaeth TB a gyhoeddir. Rwy'n sicr y bydd y Pwyllgor am gael y wybodaeth ddiweddaraf, fwyaf ystyrlon a chynhwysfawr am y cynnydd, a byddaf yn cnoi cil ymhellach ynghylch yr amseru mwyaf addas ar gyfer rhoi adroddiad blynnyddol i'r Cynulliad.

Yn gylch  
Lesley

**Lesley Griffiths AC/AM**

Ysgrifennydd y Cabinet dros Ynni, Cynllunio a Materion Gwledig  
Cabinet Secretary for Energy, Planning and Rural Affairs

Mae cyfyngiadau ar y ddogfen hon