

Cynulliad Cenedlaethol Cymru

Y Mesur Seneddol ynghylch Pleidleisio Seneddol ac Etholaethau

Hydref 2010

Mae'r papur hwn yn rhoi gwybodaeth gefndir am y Mesur Seneddol ynghylch Pleidleisio Seneddol ac Etholaethau, a gyflwynwyd i Senedd y DU gan y Gwir Anrhydeddus Nick Clegg AS, y Dirprwy Brif Weinidog, ar 22 Gorffennaf 2010.

Mae'r Mesur Seneddol yn cynnwys dwy ddarpariaeth allweddol sy'n uniongyrchol berthnasol i Gymru. Ei nod yw darparu ar gyfer refferendwm ar ddewis rhwng y system Cyntaf-i'r-felin (FPTP) neu'r Bleidlais Amgen (AV) fel y system ar gyfer ethol Aelodau'r Tŷ Cyffredin, a newid y system etholaethol ar gyfer y Tŷ i'r Bleidlais Amgen, os bydd canlyniad y refferendwm yn cefnogi hynny. Nod y Mesur Seneddol hefyd yw darparu ar gyfer lleihau nifer y seddi yn Nhŷ'r Cyffredin o 650 i 600 a chyflwyno etholaethau sy'n fwy cyfartal o ran maint.

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Cynulliad Cenedlaethol Cymru

Y Mesur Seneddol ynghylch Pleidleisio
Seneddol ac Etholaethau

Hydref 2010

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Gwasanaeth
Ymchwil yr
Aelodau



Crynodeb

Mae'r papur hwn yn rhoi gwybodaeth gefndir am y [Mesur Seneddol ynghylch Pleidleisio Seneddol ac Etholaethau](#), a gyflwynwyd i Senedd y DU gan y Gwir Anrhydeddus Nick Clegg AS, ar 22 Gorffennaf 2010. Trafodwyd y Mesur Seneddol yn ystod yr Ail Ddarlleniad ar 6 Medi 2010, pan bleidleisiodd Tŷ'r Cyffredin o blaid iddo gael ei drafod gan Bwyllgor o'r Tŷ Cyfan.

Mae'r Mesur Seneddol yn cynnwys dwy ddarpariaeth allweddol sy'n uniongyrchol berthnasol i Gymru. Y rhain yw:

- Darparu ar gyfer refferendwm ar ddewis rhwng y system Cyntaf-i'r-felin (FPTP) a'r Bleidlais Amgen (AV) fel y system ar gyfer ethol Aelodau'r Tŷ Cyffredin, a newid y system etholaethol ar gyfer y Tŷ i'r Bleidlais Amgen, os yw canlyniad y refferendwm yn cefnogi hynny; a
- Darparu ar gyfer lleihau nifer y seddau yn Nhŷ'r Cyffredin a chael etholaethau o faint mwy cyfartal, drwy wneud newidiadau i reolau'r adolygiadau o ffiniau i alluogi'r Comisiynau Ffiniau i lunio etholaethau newydd yn ystod y Senedd bresennol. Drwy wneud hyn, nod y Mesur Seneddol yw datgysylltu etholaethau Senedd y DU ac etholaethau Cynulliad Cenedlaethol Cymru.

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Y Mesur Seneddol ynghylch Pleidleisio Seneddol ac Etholaethau

1. Cyflwyniad

Ar 5 Gorffennaf 2010, gwnaeth y Gwir Anrhydeddus Nick Clegg AS, y Dirprwy Brif Weinidog, ddatganiad yn Nhŷ'r Cyffredin ar *Ddiwygio Gwleidyddol a Chyfansoddiadol*, pan gyhoeddodd fwriad y Llywodraeth i gyhoeddi Mesur Seneddol ynghylch Pleidleisio Seneddol ac Etholaethau.¹

Lluniwyd y Mesur Seneddol o ganlyniad i gytundeb y glymblaid, sef rhwng y Ceidwadwyr a'r Democratiaid Rhyddfrydol, a gyhoeddwyd ar ôl Etholiad Cyffredinol y DU ym mis Mai 2010. Mae'r cytundeb yn datgan bwriad Llywodraeth y DU:

The parties will bring forward a Referendum Bill on electoral reform, which includes provision for the introduction of the Alternative Vote (AV) in the event of a positive result in the referendum, as well as for the creation of fewer and more equal sized constituencies.²

Mae'r cynigion hyn yn cynrychioli cyfaddawd mawr ar ran dau bartner y glymblaid. Mae'r Athro Robert Hazell yn crynhoi safbwynt y ddwy blaid ar y mater isod:

The Conservatives are staunch supporters of First past the Post (FPTP) and see no need for change. The Liberal Democrats have long supported the Single Transferable Vote (STV), and will see AV as a very poor substitute, since it is not a proportional system. Hence the provision that after being whipped to support a referendum on AV in Parliament, the parties will be free to fight on opposing sides during the referendum campaign. Ironically the one party which does formally support a referendum on AV is the Labour party, although in practice the Labour party are divided on the issue.

The Conservatives and Liberal Democrats are closer together in wishing to reduce the size of the House of Commons: the Conservatives to 585, the Lib Dems to 500. This is a more difficult proposal to implement, because it involves a wholesale redrawing of all constituency boundaries, which is difficult to do inside one parliament.³

Mae'r Mesur, ynghyd â'r Mesur Seneddol ynghylch Seneddau Cyfnod Penodol⁴, yn rhan allweddol o becyn Llywodraeth y DU ar gyfer diwygio seneddol a chyfansoddiadol.

¹ [Trafodion Tŷ'r Cyffredin, 5 Gorffennaf 2010, c24](#)

² [Llywodraeth y DU, *The Coalition : our programme for government*, Mai 2010, Adran 24](#)

³ [Hazell, Robert \(2010\) *The Conservative-Liberal Democrat Agenda for Constitutional and Political Reform*, yr Uned Gyfansoddiadol : Coleg Prifysgol Llundain, Mehefin 2010](#)

⁴ Gweler [papur ymchwil 10/066 Gwasanaeth Ymchwil yr Aelodau](#)

2. Y Mesur Seneddol ynghylch Pleidleisio Seneddol ac Etholaethau: darpariaethau allweddol

2.1. *Rhan 1 : Y system bleidleisio ar gyfer etholiadau Seneddol*

Mae cymal 1 o'r Mesur Seneddol yn datgan y bydd refferendwm ar y system Pleidlais Amgen yn cael ei gynnal ar 5 Mai 2011; yr un diwrnod â'r etholiadau ar gyfer deddfwrfeydd datganoledig yr Alban, Cymru a Gogledd Iwerddon, a'r etholiadau lleol yn Lloegr. Mae hefyd yn darparu bod y cwestiwn a ganlyn yn ymddangos ar y papurau balot, ynghyd â chyfieithiad Cymraeg yng Nghymru:

Ydych chi am i'r Deyrnas Unedig ddilyn y system 'pleidlais amgen' yn lle'r system gyfredol 'y cyntaf i'r felin' ar gyfer ethol aelodau Seneddol i Dŷ'r Cyffredin?⁵

Mae cymal 7 o'r Mesur Seneddol yn amlinellu'r system etholiadol a fyddai'n dod i rym os bydd y mwyafrif yn pleidleisio o blaid mabwysiadu system o'r fath yn y refferendwm. O dan y system Pleidlais Amgen a nodir yn y Mesur Seneddol, rhaid i ymgeiswyr gael mwy na 50 y cant o'r pleidleisiau yn y broses gyfrif – naill ai yn ystod y cam cychwynol neu, os bydd angen, yn ystod yr ail gam cyfrif – er mwyn cael eu hethol.

Mae Uned Gyfansoddiadol Coleg Prifysgol Llundain wedi darparu disgrifiad a chrynodeb o'r system Pleidlais Amgen, sydd i'w gweld isod, er gwybodaeth:

AV is a preferential voting system which ensures that each MP is elected by more than half the votes in their constituency. Voters rank the candidates, and losing candidates are successively eliminated until one gets more than half the votes. It is not proportional. If AV had been used in the 2010, the results would not have been hugely different, but would have hurt the Conservatives most. The Electoral Reform Society estimates the Conservatives would have got around 280 seats, Labour 260 and the Lib Dems 80 seats under AV.⁶

Mewn datganiad yn Nhŷ'r Cyffredin ar 5 Gorffennaf 2010, cyhoeddodd y Dirprwy Brif Weinidog y byddai newid system etholiadol y DU yn helpu i gywiro'r anhegwch difrifol o ran sut y cynhelir etholiadau yn y wlad hon.⁷ Ychwanegodd mai diben y refferendwm fyddai rhoi cyfreithlondeb newydd i system etholiadol y DU drwy roi'r cyfle i bobl ddweud eu dweud ynghylch rhywbeth mor sylfaenol â sut y maent yn ethol eu Haelodau Seneddol.⁸

⁵ [Y Mesur Seneddol ynghylch Pleidleisio Seneddol ac Etholaethau](#)

⁶ [Hazell, Robert \(2010\) *The Conservative-Liberal Democrat Agenda for Constitutional and Political Reform, yr Uned Gyfansoddiadol, Coleg Prifysgol Llundain, Mehefin 2010*](#)

⁷ [Trafodion Tŷ'r Cyffredin, 5 Mehefin 2010, c24](#)

⁸ Ibid

Er bod y Dirprwy Brif Weinidog wedi cydnabod pryderon Aelodau Seneddol ynghylch cynnal nifer o etholiadau ar yr un diwrnod, nododd y byddai'r cynnig hwn yn arbed tua £17 miliwn.⁹

2.2. Rhan 2 : Etholaethau Seneddol

Mae'r rhan hon o'r Mesur Seneddol yn cynnig lleihau nifer yr etholaethau Seneddol o 650 i 600 a chadw nifer yr Aelodau Seneddol i'r nifer honno.

Yn ogystal â darparu system fwy cyfartal (bydd gan bob etholaeth tua 75,000 o bleidleiswyr), nod y cynigion yw torri'r costau sy'n gysylltiedig â nifer fwy o Aelodau, a fyddai'n arbed £12 miliwn ychwanegol y flwyddyn. Nod y cynnig hwn hefyd yw cysoni maint Tŷ'r Cyffredin â maint deddfwrfeydd eraill ledled y byd.¹⁰

Bydd y Mesur Seneddol hefyd yn diwygio'r broses o gynnal adolygiadau o ffiniau. Ar hyn o bryd, y pedwar Comisiwn Ffiniau Seneddol sy'n cynnal yr adolygiadau ffiniau, un ar gyfer pob rhan o'r DU. Cyrff cyhoeddus anadrannol cynghorol a ariennir gan Swyddfa'r Cabinet yw'r rhain a rheolir eu gwaith gan *Ddeddf Etholaethau Seneddol 1986*¹¹ (mesur cyfuno) a ddiwygwyd gan *Ddeddf Comisiynau Ffiniau 1992*¹² a *Deddf Pleidiau Gwleidyddol, Etholiadau a Refferenda 2000*.¹³

O dan y ddeddfwriaeth bresennol, mae'n ofynnol bod y pedwar Comisiwn Ffiniau yn adolygu eu hetholaethau seneddol yn barhaus ac yn cynnal adolygiad cyffredinol o'r holl etholaethau yn eu hardal bob hyn a hyn (pob 8 i 12 blynedd) ac yn cyflwyno adroddiad i'r Ysgrifennydd Gwladol perthnasol yn dangos yr etholaethau newydd y maent yn eu hargymell.

Y sefyllfa ar hyn o bryd yw ei bod yn ofynnol i bob Comisiwn Ffiniau roi cyhoeddusrwydd i'w argymhellion dros dro ar gyfer ardal awdurdod lleol mewn hysbysiad a roddir mewn o leiaf un papur newydd sy'n cael ei gylchredeg ym mhob etholaeth yn ardal yr awdurdod lleol hwnnw. Caiff y cynigion hefyd eu cyhoeddi ar wefan y Comisiwn ac anfonir copïau o'r hysbysiad i bawb sydd â diddordeb, gan gynnwys awdurdodau lleol ac Aelodau Seneddol. Rhaid gwneud cyflwyniadau ysgrifenedig ynghylch yr argymhellion dros dro o fewn mis i'r hysbysiad gael ei gyhoeddi. Gofynnir i'r rheini sy'n gwneud cyflwyniadau ddweud a ydynt yn cymeradwyo neu'n gwrthwynebu cynigion y Comisiwn, a chynghorir unrhyw wrthwynebwyr i gyflwyno cynigion amgen.

Rhaid cynnal ymchwiliad lleol i ganfod barn y cyhoedd os bydd cyflwyniadau'n dod i law gan awdurdod lleol sydd â diddordeb neu gorff o fwy na 100 o etholwyr sy'n

⁹ Ibid

¹⁰ [Trafodion Tŷ'r Cyffredin, 5 Gorffennaf 2010, c24](#)

¹¹ [Deddf Etholaethau Seneddol 1986 \(c.56\)](#)

¹² [Deddf y Comisiynau Ffiniau 1992 \(c.55\)](#)

¹³ [Deddf Pleidiau Gwleidyddol, Etholiadau a Refferenda 2000 \(c.41\)](#)

gwrthwynebu argymhellion dros dro y Comisiwn. Mae gan y Comisiwn y disgresiwn hefyd i orchymyn y dylid cynnal ymchwiliad lleol os bydd yn credu y byddai budd i'w gael o gynnal ymchwiliad o'r fath. Cynhelir ymchwiliadau lleol ar ran y Comisiynau Ffiniau gan Gomisiynwyr Cynorthwyol (cyfreithwyr annibynnol). Os bydd Comisiwn Ffiniau'n penderfynu cynnal ymchwiliad lleol, bydd hyn yn cael ei gyhoeddi chwe wythnos cyn y cynhelir yr ymchwiliad drwy gyhoeddi hysbysiad amdano yn y wasg leol. Bydd y Comisiwn Ffiniau'n cyhoeddi datganiad yn nodi'r rhesymau dros ei argymhellion dros dro a'r materion sy'n debygol o godi yn yr ymchwiliad. Nid oes gweithdrefn benodol wedi'i nodi ar gyfer cynnal ymchwiliad lleol: caiff hyn ei adael at ddisgresiwn y Comisiynydd Cynorthwyol.

Ar ddiwedd yr ymchwiliad, bydd y Comisiynydd Cynorthwyol yn paratoi adroddiad ac yn ei gyflwyno i'r Comisiwn Ffiniau; gall argymhell y dylid derbyn y cynigion gyda newidiadau neu hebddynt, neu gall argymhell y dylid mabwysiadu cynnig amgen, wedi ei addasu neu beidio, cyhyd â'i fod yn cydymffurfio â'r rheolau a'i fod yn ymddangos iddo ei fod yn cael mwy o gefnogaeth yn lleol na chynigion y Comisiwn.

Ar ôl yr ymchwiliad lleol, bydd y Comisiwn Ffiniau'n ystyried y cyflwyniadau ysgrifenedig, adroddiad y Comisiynydd Cynorthwyol a thrawsgrifiad gair-am-air o'r materion a drafodwyd yn yr ymchwiliad. Os bydd y Comisiwn Ffiniau wedyn yn penderfynu diwygio ei argymhellion dros dro, cyhoeddir yr argymhellion hynny, eto o fewn un mis i gyhoeddi'r hysbysiad hwn. Gellir cynnal ymchwiliad lleol arall ond, yn gyffredinol, bydd y Comisiynau Ffiniau'n dymuno osgoi cost ail ymchwiliad lleol ac yn gobeithio mai dim ond mewn amgylchiadau eithriadol y cynhelir y rhain.

Dim ond ar ôl i Gomisiwn Ffiniau benderfynu ar yr argymhellion terfynol ar gyfer yr holl wlad berthnasol y bydd yn cyflwyno ei adroddiad terfynol i'r Ysgrifennydd Gwladol.

Nod y Mesur Seneddol hwn yw cyflwyno darpariaethau newydd a fydd yn sicrhau y gellir cynnal proses adolygu gyflymach y mae'n rhaid iddi hefyd ystyried nifer yr etholwyr ym mhob etholaeth er mwyn osgoi'r gwahaniaethau mawr sy'n bodoli ar hyn o bryd rhwng etholaethau. Cyflwynwyd y cynigion hyn gan y Dirprwy Brif Weinidog fel rhai pwysig o ran sicrhau bod pleidleisiau pawb yr un mor bwysig, ble bynnag y maent yn byw.¹⁴

¹⁴ [Deddf Pleidiau Gwleidyddol, Etholiadau a Refferenda 2000 \(c.24\)](#)

Mae Rhan 2 o'r Mesur Seneddol hefyd yn disodli'r Atodlen 2 bresennol i *Ddeddf Etholaethau Seneddol 1986*¹⁵ ac yn cyflwyno cyfres newydd o reolau ar gyfer dyrannu seddi. Bydd y rheolau newydd hyn:

- Yn pennu nifer sefydlog o 600 o Aelodau yn Nhŷ'r Cyffredin;
- Yn darparu y bydd nifer yr etholaethau ym mhob rhan o'r Deyrnas Unedig yn cael ei gosod ar sail maint yr etholaeth ym mhob rhan o'r DU;
- Yn gosod terfyn ar yr amrywiad a ganiateir yn nifer yr etholwyr cofrestredig ar gyfer etholaeth a argymhellir gan Gomisiwn Ffiniau. Yn benodol, mae'n ei gwneud yn ofynnol bod y Comisiynau Ffiniau'n argymhell ffiniau etholaethau sy'n sicrhau bod nifer yr etholwyr ym mhob etholaeth ddim mwy na 5% yn fwy neu'n llai na'r cwota etholaethol ar gyfer y DU (sef tua 75,000 ar hyn o bryd).
- Yn darparu ar gyfer dwy etholaeth wedi'u cadw yn yr Alban¹⁶ fel eithriadau i'r egwyddor hwn o gydraddoldeb etholaethol;
- Yn gosod terfyn ar faint daearyddol etholaeth;
- Yn darparu ar gyfer mynd i'r afael ag effaith posibl crynhau i rif cyfan wrth bennu etholaethau ar gyfer Gogledd Iwerddon;
- Yn diwygio'r broses ar gyfer cynnal adolygiadau o ffiniau; yn benodol yn rhoi diwedd ar yr arfer o gynnal ymchwiliadau lleol ac yn estyn y cyfnod ymgynghori o'r cyfnod presennol o un mis i 12 wythnos (mae disgwyl i'r Comisiynau gyflwyno'r adroddiadau hyn o dan y ddeddfwriaeth hon cyn 1 Hydref 2013 a phob pum mlynedd wedi hynny); ac
- Yn torri'r cyswllt presennol rhwng etholaethau San Steffan ac etholaethau Cynulliad Cenedlaethol Cymru.

¹⁵ [Deddf Etholaethau Seneddol 1986 \(c56\)](#)

¹⁶ Yr etholaetau hyn yw 'Orkney a Shetland' a'r 'Western Isles'.

3. Ymateb i'r cynigion

3.1. *Dyddiad y refferendwm*

Wrth ymateb i ddatganiad y Dirprwy Brif Weinidog ar ran yr Wrthblaid, dadleuodd y Gwir Anrhydeddus Jack Straw QC AS nad oedd cynigion Llywodraeth y DU i gynnal refferendwm ar ddiwygio'r dull pleidleisio ar yr un diwrnod ag etholiadau eraill yn dilyn cynsail y refferenda blaenorol a gynhaliwyd yn y DU:

Will he [the Deputy Prime Minister] confirm that none of the four previous referendums held in the United Kingdom – the EU referendum in 1975, and the more recent Scottish, Welsh and Northern Ireland referendums – has been held on the same day as elections? What is the argument for not following that precedent? Would it not have been altogether more sensible to consult widely on the best possible date and then to add the date to the Bill in due course? What is the argument against that?¹⁷

Llofnododd 40 o Aelodau Ceidwadol gynnig cynnar-yn-y-dydd hefyd yn galw am symud dyddiad y refferendwm oherwydd ei fod yn cyd-daro â'r etholiadau datganoledig yn yr Alban a Chymru.¹⁸

Ateb y Dirprwy Brif Weinidog ar y pwynt hwn oedd:

Is he seriously suggesting that people are incapable of taking more than one decision in a day, or of filling in an extra box to answer yes or no to a straightforward question? That is misleading and patronising at best.¹⁹

Roedd Aelodau eraill yn gwrthwynebu'r cynnig hwn hefyd ar y sail y gallai cynnal y refferendwm ar yr un diwrnod â'r etholiadau datganoledig arwain at niferoedd gwahanol o bobl yn pleidleisio ledled y DU. Er enghraifft, dywedodd Gavin Barwell AS:

... to look again at one issue - the timing of the referendum. I understand his [the Deputy Prime Minister] arguments on cost and convenience to electors, but a further consideration is the perception that the referendum is fair. Holding it on a day when my constituents in London have no local elections, but people in Scotland and Wales are electing their national Parliaments, could lead to a skewed result.²⁰

Yn ei ymateb, dywedodd y Dirprwy Brif Weinidog wrth yr Aelodau:

I do not think it contemptuous to ask people - wherever they live in Wales, Scotland, England or whatever part of the United Kingdom - to have their say on the electoral system that elects Members to this House, and to ask them to do so on a very simple yes or no basis at a time when they are voting in any event. It underestimates the people of Wales, Scotland - the United Kingdom - to suggest somehow that they are incapable of deciding more than one thing on the same day.²¹

¹⁷ [Trafodion Tŷ'r Cyffredin, 5 Gorffennaf 2010, c26](#)

¹⁸ [44 MPs want vote moved, gwefan Newyddion y BBC, 27 Gorffennaf 2010](#)

¹⁹ [Trafodion Tŷ'r Cyffredin, 5 Gorffennaf 2010, c28](#)

²⁰ Ibid, c39

²¹ Ibid

Yn ei thystiolaeth i'r Pwyllgor Dethol ar Ddiwygio Gwleidyddol a Chyfansoddiadol, dadleuodd Cymdeithas Hansard:

...a referendum held on the same day as the other elections scheduled for May 2011 offers the prospect of important administrative efficiencies and cost savings.

Fodd bynnag, nododd na fydd etholiadau yn cael eu cynnal yn Llundain ac yn nifer o ardaloedd eraill Lloegr a'i bod yn debygol y bydd y nifer sy'n pleidleisio yn is yn y manau hyn, ar gyfartaledd."²² Yn sgil hyn, rhybuddiodd:

If turnout proves to be on a par with, or lower than, average local election turnouts in recent years then this could raise serious issues about the legitimacy of the vote that the Government and Parliament will need to address.²³

Cyflwynodd Cymdeithas y Gweinyddwyr Etholiadol (AEA) dystiolaeth hefyd, a oedd yn nodi:

The AEA continues to be concerned about the trend for holding different electoral events on the same day, particularly where there are different voting systems and franchises in operation. Whilst we recognise the political and economic interest in doing so, the impact on voters and on the administration of polls should not be underestimated and careful consideration of these should inform the planning and the delivery of the various electoral events.²⁴

Fodd bynnag, dywedodd y Comisiwn Etholiadol y dylai fod yn bosibl sicrhau'r pleidleisiau ar gyfer y refferendwm ar yr un diwrnod â'r etholiadau ar gyfer Cynulliad cenedlaethol Cymru, senedd yr Alban a Senedd Gogledd Iwerddon²⁵, cyhyd ag y bod Llywodraeth y DU yn mynd i'r afael â'r risgiau a ganlyn:

- "The Government must support the [Electoral] Commission in putting in place a robust process to ensure that planning for 5 May 2011, across the whole of the UK, takes full account of the implications of the different polls due to take place on that date.
- The rules on how the referendum will be conducted must be clear from at least six months in advance. Adequate provision must be made for appropriate public awareness activities to support understanding of the elections and referendum processes by voters.
- Appropriate levels of funding must be made available for the delivery of the referendum and the scheduled elections together.
- The legal framework for the referendum must make provision for formal combination of the referendum poll with the scheduled elections".²⁶

²² [Pwyllgor Dethol Tŷ'r Cyffredin ar Ddiwygio Gwleidyddol a Chyfansoddiadol, cyflwyniad ysgrifenedig gan Gymdeithas Hansard, VPR05, 7 Medi 2010](#)

²³ [Ibid](#)

²⁴ [Pwyllgor Dethol Tŷ'r Cyffredin ar Ddiwygio Gwleidyddol a Chyfansoddiadol, dystiolaeth ysgrifenedig gan AEA, VPR 06, 7 Medi 2010](#)

²⁵ [Y Comisiwn Etholiadol, Parliamentary Voting System and Constituencies Bill : House of Commons Second Reading, 6 Medi 2010](#)

²⁶ [Y Comisiwn Etholiadol, Parliamentary Voting System and Constituencies Bill : House of Commons Second Reading, 6 Medi 2010](#)

3.2. Lleihau nifer yr etholaethau

Beirniadodd Mr Straw gynigion Llywodraeth y DU i leihau nifer yr etholaethau yn San Steffan, a dywedodd na fyddai'r Blaid Lafur yn barod i gefnogi Mesur Seneddol sy'n cynnwys cynigion pleidiol gwarthus a fyddai'n chwarae â ffiniau'r Tŷ Cyffredin.²⁷ Dadleuodd hefyd nad oedd angen diwygio'r system bresennol, gan ddatgan:

There never has been an issue about the need for constituencies to be broadly equal in size. That principle has been embodied in legislation for decades and has all-party support.²⁸

Yn ei ymateb, amddiffynodd y Dirprwy Brif Weinidog gynigion y Llywodraeth drwy ddatgan eu bod wedi'u seilio ar egwyddor syml o degwch.²⁹

Yn dilyn hynny, cadarnhaodd y Blaid Lafur ei phenderfyniad i wrthwynebu'r refferendwm ar y sail mai nod y Mesur Seneddol hefyd yw lleihau nifer yr etholaethau.³⁰ Cefnogwyd y farn hon hefyd gan rai o'r prif ymgeiswyr ar gyfer arweinyddiaeth y Blaid Lafur³¹ a Peter Hain AS, cyn Ysgrifennydd Gwladol Cymru.³²

Mae sawl sylwebydd hefyd wedi awgrymu y byddai lleihau nifer yr Aelodau Seneddol yn debygol o arwain at anghysonderau difrifol. Mae'r Athro Ron Johnston o Brifysgol Bryste yn credu, o dan y cynigion presennol, ei bod yn debygol iawn y bydd yn rhaid rhannu Ynys Wyth (sydd â 110,000 o etholwyr), gyda rhan o'r ynys yn ffurfio etholaeth â rhannau o Hampshire.³³ Pwysleisiwyd y pwynt hwn ymhellach gan Andrew Turner AS, yr Aelod dros Ynys Wyth, yn ei ymateb i ddatganiad y Dirprwy Brif Weinidog.³⁴

Nododd yr Athro Johnston hefyd na fydd y tair blynedd a ddarparwyd yn y Mesur Seneddol ar gyfer adolygu ffiniau presennol y DU yn rhoi digon o amser i'r Comisiynau Ffiniau gyflwyno adroddiad, oni bai bod cynnydd yn nifer y staff ac adnoddau'r Comisiynau neu fod y cyfnod ar gyfer yr ymgynghoriad cyhoeddus yn cael ei leihau'n sylweddol.³⁵

Mynegodd Cymdeithas Hansard nifer o bryderon ynghylch y cynigion ar gyfer cydraddoli i'r Pwyllgor Diwygio Gwleidyddol a Chyfansoddiadol, gan nodi ei bod yn

²⁷ [Trafodion Tŷ'r Cyffredin, 5 Gorffennaf 2010, c26](#)

²⁸ [Ibid.c26](#)

²⁹ [Ibid](#)

³⁰ [Cameron: Labour 'opportunistic' in opposing AV vote, gwefan Newyddion y BBC, 28 Gorffennaf 2010](#)

³¹ [Labour supports electoral reform – but not this unfair bill, The Guardian, 29 Gorffennaf 2010](#)

³² [Tories sandbagged Clegg on electoral reform, The Guardian, 28 Gorffennaf 2010](#)

³³ [Johnston, R \(2010\) Redrawing the constituency map – with a change of rules, Seminar yr Uned Gyfansoddiadol, 23 Gorffennaf 2010](#)

³⁴ [Trafodion Tŷ'r Cyffredin, 5 Gorffennaf 2010, c25](#)

³⁵ [Johnston, R \(2010\) Redrawing the constituency map – with a change of rules, Seminar yr Uned Gyfansoddiadol, 23 Gorffennaf 2010](#)

ymddangos fel pe bai maint newydd arfaethedig Tŷ'r Cyffredin wedi'i ddyfeisio o ddim.³⁶ Aeth yn ei flaen i ddweud:

Although an understandable response to the expenses scandal and the recession, it is not axiomatic that cutting the cost of politics will enhance and be to the benefit of Parliament and our wider democracy. Prior to the emergence of these proposals there was already concern about a mismatch between the scrutiny mission of Parliament and its capacity to carry out that mission. The Hansard Society therefore recommends that, before proceeding with the reform, an audit of an MP's key roles and functions should be performed to assess what impact, if any, the reduction in numbers will have on key areas of activity: for example, on public bill committee membership and workloads; on select committee activity etc.³⁷

Nododd hefyd:

Unless a move to reduce the number of MPs is accompanied by a parallel commitment to reduce the size of the Government's payroll vote, it will merely enhance the executive at the expense of the legislature by reinforcing the power of the frontbench in proportion to the overall size of the House of Commons.³⁸

3.3. Amseru

Beirniadodd Pwyllgor Dethol Tŷ'r Cyffredin ar Ddiwygio Gwleidyddol a Chyfansoddiadol y diffyg amser sydd ar gael i Senedd y DU graffu'n effeithiol ar gynigion Llywodraeth y DU.³⁹ Nododd Graham Allen AS, Cadeirydd y Pwyllgor, mewn llythyr at y Dirprwy Brif Weinidog:

Your legislative timetable has put me and my committee in an extremely difficult position. When the House agreed to establish the committee, it did so, in the words of the Deputy Leader of the House, "to ensure that the House is able to scrutinise the work of the Deputy Prime Minister". In the case of these two bills you have denied us any adequate opportunity to conduct this scrutiny.⁴⁰

Mynegwyd barn debyg gan yr Athro Robert Hazell, Cyfarwyddwr Uned Gyfansoddiadol Coleg Prifysgol Llundain:

Constitutional change is too important to rush in this way. These bills⁴¹ have been introduced with no consultation, no Green or White Paper, and the government now wants to push them through Parliament at equally reckless speed. Both bills raise important constitutional issues, which demand proper scrutiny in both Houses of Parliament.⁴²

Penderfynodd Pwyllgor Dethol Materion Cymreig Tŷ'r Cyffredin, yn ei gyfarfod ar 27 Gorffennaf, y byddai'n craffu ar effaith deddfwriaeth arfaethedig y Llywodraeth

³⁶ [Pwyllgor Dethol Tŷ'r Cyffredin ar Ddiwygio Gwleidyddol a Chyfansoddiadol, cyflwyniad ysgrifenedig gan Gymdeithas Hansard, VPR05, 7 Medi 2010](#)

³⁷ Ibid

³⁸ Ibid

³⁹ [MPs 'denied enough time to study electoral reform bill', The Guardian, 2 Awst 2010](#)

⁴⁰ [Pwyllgor Dethol Tŷ'r Cyffredin ar Ddiwygio Gwleidyddol a Chyfansoddiadol, Parliamentary Voting System and Constituencies Bill : 1st Report, 2 Awst 2010](#)

⁴¹ Y ddau Fesur hyn yw'r Mesur Seneddol ynghylch Pleidleisio Seneddol ac Etholaethau a'r Mesur Seneddol ynghylch Seneddau Cyfnod Penodol ([gweler Papur Ymchwil Gwasanaeth Ymchwil yr Aelodau 10/066](#))

⁴² [Coleg Prifysgol Llundain : Yr Uned Gyfansoddiadol, Political Reform bills face stormy passage, says Constitution Unit, 22 Gorffennaf 2010](#)

ar Gymru mewn perthynas â dyddiad y refferendwm a lleihau nifer y seddi yng Nghymru. Mae wedi gwahodd cyflwyniadau ysgrifenedig ar y materion hyn gan y cyhoedd, yn ogystal ag academyddion a sylwebyddion eraill. Dywedodd David Davies AS, Cadeirydd y Pwyllgor:

The Government's proposals for constitutional reform would have a profound impact on how Wales is represented at Westminster. Some commentators have also questioned whether the people of Wales should reasonably be expected to participate in a referendum and an Assembly election on the same day. The Committee is keen to hear the Government's case for reducing the number of MPs in Wales and is equally keen to hear from the widest number of people about the merits of the Government's proposals.⁴³

Y dyddiad cau ar gyfer cyflwyniadau oedd 17 Medi 2010.

⁴³ [Pwyllgor Dethol ar Faterion Cymreig Tŷ'r Cyffredin, *The Welsh Affairs Committee announces an inquiry on the Implication for Wales of the Government's Proposals for Constitutional Reform*, 29 Gorffennaf 2010](#)

4. Goblygiadau i Gymru

4.1. Dyddiad y refferendwm

Mae'r Dirprwy Brif Weinidog wedi datgan y bydd y refferendwm arfaethedig ar y system Pleidlais Amgen yn cael ei gynnal ar 5 Mai 2010, sef yr un diwrnod â'r etholiadau ar gyfer cyrff datganoledig Cymru, yr Alban a Gogledd Iwerddon a'r etholiadau lleol yn Lloegr.

Bu beirniadaeth eang ynghylch y penderfyniad i gynnal nifer o etholiadau ar wahanol faterion ar yr un diwrnod. Er enghraifft, mae'r Gwir Anrhydeddus Carwyn Jones AC, y Prif Weinidog, wedi nodi ei fod am i etholiadau'r Cynulliad gael eu cynnal ym mis Mehefin 2010 i osgoi cynnal dau etholiad ar yr un dyddiad.⁴⁴

O dan Adran 4 o *Ddeddf Llywodraeth Cymru 2006*⁴⁵ ('Deddf 2006'), gall yr Ysgrifennydd Gwladol amrywio dyddiad etholiad cyffredinol cyffredin naill ai heb fod yn fwy na mis yn gynt neu fis yn ddiweddarach na'r dydd lau cyntaf ym mis Mai. Yn ei ymateb i ddatganiad y Dirprwy Brif Weinidog, gofynnodd Kevin Brennan AS a fyddai'r Llywodraeth yn ystyried defnyddio'r ddarpariaeth hon i addasu etholiadau'r Cynulliad Cenedlaethol yn y dyfodol:

... if the Government received a request from the Welsh Assembly under the Government of Wales Act 1998 [sic] to delay the Welsh Assembly elections by a month, as is allowed under regulations, what will the Government's response be? Is the Deputy Prime Minister ruling that possibility out?⁴⁶

Yn ei ymateb, dywedodd y Dirprwy Brif Weinidog:

I will of course consult the Secretary of State for Wales, and indeed, the Secretary of State for Scotland. I know that the Secretary of State for Wales is in Cardiff today. If that request is made, we will of course have to take a decision at that time.⁴⁷

4.2. Datgysylltu etholaethau Cymru

Mae Adran 11 o'r Mesur Seneddol yn gwneud darpariaeth benodol mewn perthynas â Chynulliad Cenedlaethol Cymru. Mae'r adran hon yn diwygio Adran 2 (yn ogystal ag Atodlen 1 a pharagraff 1 o Atodlen 11) o Ddeddf 2006 i nodi mai etholaethau'r Cynulliad yw'r etholaethau a nodir yng *Ngorchymyn Etholaethau Seneddol a Rhanbarthau Etholiadol y Cynulliad (Cymru) 2006*⁴⁸, fel y'i diwygiwyd. Yr effaith yw na fyddai unrhyw newidiadau a wneir yn y dyfodol i etholaethau Seneddol o dan y rheolau newydd a gyflwynir gan y Mesur Seneddol hwn yn newid

⁴⁴ [Vote change ballot set to clash with assembly elections, gwefan Newyddion y BBC, 2 Gorffennaf 2010](#)

⁴⁵ [Deddf Llywodraeth Cymru 2006 \(c32\)](#)

⁴⁶ [Trafodion Tŷ'r Cyffredin, 5 Gorffennaf 2010, c40](#)

⁴⁷ [Ibid, c41](#)

⁴⁸ [Gorchymyn Etholaethau Seneddol a Rhanbarthau Etholaethol y Cynulliad \(Cymru\) 2006](#)

etholaethau lleol a rhanbarthol y Cynulliad ac y bydd nifer Aelodau'r Cynulliad yn parhau'n 60.

Mae darpariaeth debyg i ddatgysylltu etholaethau Senedd yr Alban a Senedd y DU eisoes ar waith yn yr Alban. Roedd *Deddf Senedd yr Alban (Etholaethau) 2004*⁴⁹ yn diwygio *Deddf yr Alban 1998*⁵⁰ drwy gael atodlen newydd yn lle Atodlen 1 i'r Ddeddf honno, sydd wedi cael gwared ar y cyswllt statudol rhwng etholaethau Senedd yr Alban ac etholaethau Tŷ'r Cyffredin ac sy'n cadw'r rhanbarthau presennol a nifer Aelodau rhanbarthol Senedd yr Alban. Mae hyn wedi sicrhau bod nifer yr Aelodau yn parhau'n 129.⁵¹

4.3. Lleihau nifer yr etholaethau yng Nghymru

Bydd cynigion y Mesur Seneddol i leihau nifer yr Aelodau Seneddol drwy'r DU yn effeithio ar Gymru mewn modd anghymesur. Maint cyfartalog etholaeth yng Nghymru yw 56,600. Nid oes yr un o'r 40 o etholaethau Seneddol presennol yng Nghymru yn cyrraedd y nifer gyfartalog o 75,000 o etholwyr fel y nodir yn y Mesur Seneddol. Yn Etholiad Cyffredinol 2010, De Caerdydd a Phenarth oedd â'r nifer fwyaf o etholwyr yng Nghymru gyda 73,700 o etholwyr, ac Arfon oedd â'r nifer leiaf gyda 41,200 o etholwyr.⁵²

Gan fod gan Gymru nifer o etholaethau sydd o dan y ffigur canolrif ar gyfer y DU ar hyn o bryd, mae'n debygol y bydd nifer yr Aelodau Seneddol o Gymru yn San Steffan yn lleihau o 40 i 30. Drwy ddiwygio'r broses ar gyfer cynnal adolygiadau ffiniau, bydd y rheol bresennol sy'n datgan na fydd gan Gymru lai na 40 o Aelodau Seneddol yn cael ei diddymu hefyd.⁵³

Ni fydd maint a nifer yr etholaethau Seneddol newydd ar gyfer Gymru'n cael eu cyhoeddi nes y bydd Comisiwn Ffiniau Cymru'n cyflwyno adroddiad ffiniau i Ysgrifennydd Gwladol Cymru. Mae cymal (8) (3) o'r Mesur Seneddol yn nodi bod yn rhaid gwneud hyn erbyn 1 Hydref 2013, a phob pum mlynedd ar ôl hynny.

Fodd bynnag, ym mis Mai 2010, dadansoddodd y Gymdeithas Diwygio Etholiadol yr opsiynau sydd ar gael ar gyfer aildrefnu a lleihau nifer yr etholaethau yng Nghymru o 40 i 30.⁵⁴ Mae tabl sy'n crynhoi'r opsiynau hyn wedi'i gynnwys isod:

⁴⁹ [Deddf Senedd yr Alban \(Etholaethau\) 2004 \(c.13\)](#)

⁵⁰ [Deddf yr Alban 1998 \(c.46\)](#)

⁵¹ [Llyfrgell Tŷ'r Cyffredin. The Scottish Parliament \(Constituencies\) Bill, Research Paper 04/12, 3 Chwefror 2004](#)

⁵² [Gwasanaeth Ymchwil yr Aelodau, Papur Ymchwil 10/1373, 2010 General election Results, Mai 2010](#)

⁵³ Gosodwyd y gynrychiolaeth ar gyfer Cymru yng Nghynhadledd y Llefarydd ym 1944, gyda lleiafswm o 35 o seddi, sydd bellach yn 40. Mae rhagor o wybodaeth ar gael yn [Llyfrgell Tŷ'r Cyffredin, The Parliamentary Voting and Constituencies Bill Research Paper 10/55, 1 Medi 2010, Adran 4.8.](#)

⁵⁴ [Y Gymdeithas Diwygio Etholiadol, 'Reduce and Equalise' and the Governance of Wales, Mai 2010](#)

Sedd newydd	Prif ragflaenydd	Prif ardaloedd eraill y sedd newydd
CANOLBARTH A GORLLEWIN CYMRU		
Brycheiniog a Threfaldwyn	Brycheiniog a Sir Faesyfed	Sir Drefaldwyn (prif ran)
Caerfyrddin	Dwyrain Caerfyrddin a Dinefwr	Hanner Gorllewin Caerfyrddin a De Sir Benfro
Ceredigion a Rhaeadr	Ceredigion	Gorllewin Powys, Gogledd Sir Benfro
Gwynedd a Machynlleth	Dwyfor Meirionydd	Arfon (ardal Caernarfon), Sir Drefaldwyn (ardal Machynlleth)
Llanelli	Llanelli	Gŵyr (ardal Pontarddulais), Dwyrain Caerfyrddin a Dinefwr (ardal Rhydaman)
Penfro	Preseli Sir Benfro	Hanner Gorllewin Caerfyrddin a De Sir Benfro
GOGLEDD CYMRU		
Conwy ac Abergale	Gorllewin Clwyd	Aberconwy (ardal Conwy)
Dinbych, Llangollen a Dyffryn Clwyd	De Clwyd	Gorllewin Clwyd (ardal Rhuthun), Dyffryn Clwyd (ardal Dinbych)
Y Fflint a'r Rhyl	Dyffryn Clwyd	Delyn (ardal y Fflint)
Yr Wyddgrug a Shotton	Alun a Glannau Dyfrdwy	Delyn (ardal yr Wyddgrug)
Wrecsam	Wrecsam	De Clwyd (ardal Brychdwn)
Ynys Môn a Bangor	Ynys Môn	Arfon (ardal Bangor)
CANOL DE CYMRU		
Y Barri a Phenarth	Bro Morgannwg	De Caerdydd a Phenarth (Penarth)
Canol Caerdydd	Canol Caerdydd	De Caerdydd a Phenarth (Butetown a Sblot), Gogledd Caerdydd (ardal Gabalfa)
Gogledd-ddwyrain Caerdydd	Gogledd Caerdydd	De Caerdydd a Phenarth (ardal Llanrhymni), Canol Caerdydd (ardal Cyncoed)
Gorllewin Caerdydd	Gorllewin Caerdydd	Gogledd Caerdydd (ardal yr Eglwys Newydd), Canol Caerdydd (Grangetown)
Pontypridd ac Aberdâr	Cwm Cynon	Pontypridd (ardal tref Pontypridd)
Dyffryn Trelái	Pontypridd	Gorllewin Caerdydd (ardal Trelái)
DWYRAIN DE CYMRU		
Blaenau Gwent a Thredegar	Blaenau Gwent	Islwyn (ardal Tredegar), Merthyr Tudful a Rhymni (ardal Rhymni)
Caerffili	Caerffili	Islwyn (ardal Rhisga)
Casnewydd	Gorllewin Casnewydd	Dwyrain Casnewydd (canol y dref)
Merthyr Tudful ac Ystrad Mynach	Merthyr Tudful a Rhymni	Caerffili (ardal Ystrad Mynach)
Mynwy	Mynwy	Dwyrain Casnewydd (Llanwern a Chil-y-coed)
Tor-faen	Tor-faen	Gorllewin Casnewydd (Caerllion a Malpas)
GORLLEWIN DE CYMRU		
Pen-y-bont ar Ogwr	Pen-y-bont ar Ogwr	Ogwr (Abercynffig a'r gogledd)
Y Rhondda ac Ogwr	Y Rhondda	Ogwr (ardal Dyffryn Ogwr), Pontypridd (Tonyrefail)
Castell-nedd ac Aberafan	Aberafan	Castell-nedd (tref Castell-nedd), Ogwr (Maesteg)
Dwyrain Abertawe a Dyffryn Castell-nedd	Castell-nedd	Dwyrain Abertawe (ardal Sant Tomos), Brycheiniog a Sir Faesyfed (ardal Ystradgynlais)
Gogledd Abertawe a Chasllwchwr	Dwyrain Abertawe	Gŵyr (ardal Casllwchwr), Gorllewin Abertawe (y Cocyd)
Gorllewin Abertawe a Gŵyr	Gorllewin Abertawe	Gŵyr (Penrhyn Gŵyr)

Nodwch fod y tabl hwn yn cynrychioli canfyddiadau'r Gymdeithas Diwygio Etholiadol yn unig ac mae'n bosibl nad ydynt yn adlewyrchu canfyddiadau ac argymhellion Comisiwn Ffiniau Cymru yn y dyfodol mewn unrhyw ffordd.

5. Dadl yr Ail Ddarlleniad

5.1. *Egwyddorion y Mesur Seneddol*

Cynhaliwyd dadl yr Ail Ddarlleniad ar y Mesur Seneddol ddydd Llun 6 Medi 2010. Wrth agor y ddadl ar ran y Llywodraeth, pwysleisiodd y Gwir Anrhydeddus Nick Clegg AS, y Dirprwy Brif Weinidog, brif amcanion y Mesur:

There are two major issues that we have to face. The first is the big difference between the sizes of many parliamentary constituencies, which has the effect of making some people's votes count more than others, depending on where they live. The second is the widespread concern about first past the post as the means by which MPs are elected. Therefore, the Bill will require the independent boundary commissions to redraw constituency boundaries so that they are more equally sized, and it will pave the way for a referendum next May on whether to change the voting system for the House of Commons from first past the post to the alternative vote.⁵⁵

Wrth ymateb ar ran yr Wrthblaid, eglurodd y Gwir Anrhydeddus Jack Straw fod y Blaid Lafur yn parhau i fod o blaid cynnal refferendwm ar y system Pleidlais Amgen ac y gellir bod wedi trafod y ddadl ynghylch y dyddiad ymhellach yn y cyfnod pwyllgor. Fodd bynnag, roedd yr Wrthblaid yn gwrthwynebu Rhan 2 o'r Mesur Seneddol yn gryf. Dywedodd Mr Straw:

Part 2 of the Bill is one of the most partisan proposals we have seen in recent years. It proposes arbitrarily to cut the number of Members to 600, to redraw parliamentary boundaries according to inflexible new arithmetical rules based on an electoral register from which millions of eligible voters are missing and, extraordinarily, as we have heard, under clause 10 public inquiries by the Boundary Commission into the Government's preliminary proposals are explicitly to be prohibited.⁵⁶

Cyflwynodd yr Wrthblaid welliant a oedd yn dadlau y dylai'r Llywodraeth ddatgysylltu'r cynigion a'u rhoi mewn dau Fesur Seneddol ar wahân: un ar y refferendwm ar y Bleidlais Amgen ac un ar etholaethau. Wrth grynhai'r ddadl ar gyfer yr Wrthblaid, dywedodd y Gwir Anrhydeddus Peter Hain AS:

In the constituency one, they should ensure that the original, fairer, more transparent and consensual boundary review system is restored, and that new boundaries are not applied in such a dogmatic, rigid and politically discriminatory fashion. They should ensure that Wales is treated fairly and not punitively, and statutory automatic registration from other public databases must be included in the legislation. That way, we might get two better reform Bills, based on consensus; we might even get the alternative vote, which I have supported for decades.⁵⁷

Mynegodd nifer o siaradwyr, gan gynnwys Cadeirydd y Pwyllgor Dethol ar Ddiwygio Gwleidyddol a Chyfansoddiadol, eu pryderon ynghylch pa mor gyflym

⁵⁵ [Trafodion Tŷ'r Cyffredin, 6 Medi 2010, c35](#)

⁵⁶ *Ibid.* c47

⁵⁷ *Ibid.* c124

roedd y Mesur Seneddol yn cael ei gyflwyno, y diffyg cyfle ar gyfer craffu cyn deddfu a'r methiant i sicrhau consensws. Wrth grynhoi, dywedodd Mr Hain:

My hon. Friend the Member for Nottingham North (Mr Allen), the distinguished Chairman of the Select Committee on Political and Constitutional Reform, made the point that not only has there been no consultation across the country or with the elected Governments of Northern Ireland, Scotland and Wales, but there has been no consultation with this House. There has been no pre-legislative scrutiny or any recognition of the need to build constitutional reform Bills by consensus—a point also made powerfully by the right hon. Member for Belfast North and my right hon. Friend the Member for Torfaen (Paul Murphy). With his Northern Ireland experience, my right hon. Friend made the point about the importance of taking forward constitutional change on the basis of consensus rather than simply imposing change, as this Bill is doing.⁵⁸

Pasiwyd y Mesur Seneddol gan 347 pleidlais i 254 a bydd Pwyllgor o'r Tŷ Cyfan yn craffu arno.

5.2. *Dyddiad y Refferendwm*

Roedd y penderfyniad i gynnal y refferendwm ar 5 Mai 2010, fel y gwelir yn Adran 3, eisoes wedi denu gwrthwynebiad gan ddau brif grŵp cyn y ddadl. Codwyd nifer o'r materion hyn unwaith eto. Cyflwynodd y Dirprwy Brif Weinidog ei achos dros gynnal y refferendwm ar yr un diwrnod â'r etholiadau datganoledig a'r etholiadau lleol yn Lloegr drwy ddweud:

Let me turn to a crucial issue which I know has elicited some controversy. The date of the poll is set for 5 May 2011. There are a number of reasons for that. First, the coalition agreement set out a commitment to hold a referendum, and it is right for us to move swiftly to meet that commitment. People have been promised the chance to decide, and they should not now be made to wait. Secondly, it makes sense to combine the referendum with the other elections that are already happening on that day.

Several hon. Members *rose* -

The Deputy Prime Minister: May I explain the issue first, and then give way?

About 84% of the United Kingdom's electorate will already have a reason to go to the polls for either local elections or elections to the devolved Assemblies. I believe that if we can avoid asking them to return to the ballot box more times than is necessary, we should. As Members will recall, we were elected just two months ago in a poll that was combined with local elections in many parts of the country.

Thirdly, combining the referendum with other elections will save a great deal of money. We estimate that across all polls on 5 May, the overall savings might be in the order of £30 million. Those savings will be shared between the referendum and the other polls. We will strive to keep costs down, and we are exploring whether further savings can be made.⁵⁹

⁵⁸ [Trafodion Tŷ'r Cyffredin, 5 Gorffennaf 2010, c122](#)

⁵⁹ [Ibid, c42](#)

Gwrthwynebwyd y penderfyniad i gynnal y refferendwm gan wleidyddion o Gymru, yr Alban a Gogledd Iwerddon oherwydd eu bod yn teimlo y byddai'n amharu ar yr ymgyrchoedd a'i fod yn arwydd o ddiffyg ystyriaeth gyffredinol o farn y gwledydd datganoledig. Awgrymodd Angus Brendan MacNeil, Aelod Seneddol o'r SNP, ei fod wedi chwalu agenda parch y Llywodraeth yn llwyr.⁶⁰

Nododd Nigel Dodds, Aelod Seneddol o'r DUP:

... it would be unconscionable to hold a referendum and two sets of elections on the one day. Something needs to be done about that, but certainly not at the expense of the elections; in my view, the referendum should be moved to a different date.⁶¹

Yn ei ymateb ar ran Plaid Cymru, dywedodd Jonathan Edwards AS:

We are concerned about the date for the referendum indicated in the Bill, as it would clash directly with elections for the devolved Parliaments. Two separate reports, from Gould and Arbuthnott, pointed to the difficulties with holding multiple elections on the same day. There is no reason why the voting reform referendum needs to be held on the same day as elections to form the Celtic Governments. It is, at best, insensitive for the UK Government to proceed with 5 May 2011 as the date. It would make much more sense to hold the referendum on part 4 of the Government of Wales Act 2006 on that date, which was ruled out by both UK coalition governing parties.

We will argue that a new date should be set on which no other election is taking place, to avoid the accusation that the Government in London are riding roughshod over the interests and concerns of the devolved countries.⁶²

Amlinellodd Simon Hart AS yr hyn a welai fel problemau ymarferol cynnal y refferendwm ar yr un diwrnod â'r etholiadau:

...the Deputy Prime Minister said some time ago that the referendum campaign would not be party political. However, it is hard to imagine how that could be so, when he and the Prime Minister are travelling in slightly different directions on the subject. In Wales, we will hold the referendum on the same day as a very party political Welsh Assembly vote. We cannot possibly claim that that will not have some impact on the result. For example, what can the media legally say about the campaign? What can Welsh Assembly candidates say? What can Members of Parliament, who will be asked to comment, say about the AV referendum when we are bound by party political restrictions and will be involved in a party political campaign at the very same time? Will the measures simplify or simply complicate matters for voters? None of these questions have been properly dealt with today.⁶³

Pryder arall a fynegwyd gan rai Aelodau ynghylch dyddiad y refferendwm oedd y byddai nifer y pleidleiswyr yn amrywio yng ngwahanol rannau o'r DU, oherwydd byddai'r etholiadau datganoledig yn cynyddu nifer y pleidleiswyr yng Nghymru, yr Alban a Gogledd Iwerddon. Un o brif gefnogwyr y ddadl hon oedd Bernard Jenkin AS. Yn y ddadl, dewisodd ddyfynu'r Comisiwn Etholiadol:

⁶⁰ [Trafodion Tŷ'r Cyffredin, 5 Gorffennaf 2010, c44](#)

⁶¹ Ibid.c84

⁶² Ibid.c101

⁶³ Ibid.c119

Why the rush to hold the referendum on 5 May 2011? I return briefly to the Electoral Commission, not in its rather supine form that we see today but as it used to be in 2002, when it faced down Tony Blair, who wanted to have a referendum on the euro at the same time as the Scottish and Welsh elections in 2003. It stated:

"Referendums on fundamental issues of national importance should be considered in isolation"

and that

"the turnout of combined polls can have varied results. As such, the benefits do not appear so great or definitive as to automatically over-ride any potential problems".

It continued:

"It is hard to avoid the conclusion that combining an election and a referendum can have a distorting effect on the conduct and outcome of both polls. Specifically, a combined poll may be perceived as being an extension of the political process as well as being for the sake of turnout. By not disengaging the referendum from the political process the Government risks jeopardising the integrity of the result".

It also warned of the dangers for broadcasters:

"Distinguishing between election and referendum activities will be extremely difficult, if not impossible in some instances."

If we are to have a referendum on an unwanted voting system in this country, let us at least have a fair referendum on a fair, separate date.⁶⁴

Wrth grynhoi'r ddadl ar ran y Llywodraeth, dywedodd y Gwir Anrhydeddus Mark Harper AS, y Gweinidog dros Ddiwygio Gwleidyddol a Chyfansoddiadol nad oedd yn rhagweld y byddai problem o ran niferoedd gwahanol yn pleidleisio oherwydd y bydd y rhan fwyaf o Lloegr yn pleidleisio ar yr un dyddiad. Pwysleisiodd hefyd y dylai'r aelodau hynny a oedd yn pryderu fod yn dawel eu meddwl yn hynny o beth.

⁶⁵ Dywedodd hefyd:

I believe that, far from disrespecting the devolved Administrations-as was suggested by the hon. Member for Na h-Eileanan an Iar (Mr MacNeil), who speaks for his party on this matter-we are treating the voters of those countries with respect. We think that they are perfectly able to vote in their devolved elections and in a simple yes-no referendum on the same day. I think, if I may say so, that the hon. Gentleman underrates his fellow Scots and their capacity for decision making.⁶⁶

⁶⁴ [Trafodion Tŷ'r Cyffredin, 5 Gorffennaf 2010, c85-86](#)

⁶⁵ [Ibid.c126](#)

⁶⁶ [Ibid](#)

5.3. *Lleihau nifer yr etholaethau*

Gwnaeth Aelodau o bob plaid sylwadau am y cynigion i leihau nifer yr etholaethau ac i'w gwneud yn gyfartal. Siaradodd Roger Williams AS o blaid y cynigion yn y Mesur Seneddol:

We all represent constituencies that are unique and every one of us could argue that because of deprivation, geography or demography our constituency should have greater representation or fewer electors so that we, as Members of Parliament, can do the work that we need to do. Indeed, I represent a very rural constituency; it is about 80 miles from north to south and about 40 miles from east to west - it may be the largest constituency in England and Wales, although I know that a number of Members would contest that - but I do not think that that should be a reason to have fewer electors electing somebody from that part of mid-Wales. Indeed, I am a bit of a purist on this subject and I would like no exceptions to the way in which constituencies are set up.⁶⁷

Dangosodd Jonathan Evans AS ei gefnogaeth hefyd:

There is to be a 25% reduction, but I shall just point out why that is. Of the 10 MPs who are likely to go under this legislation, eight would go if there were no reduction elsewhere in the UK. As my hon. Friend the Member for Brecon and Radnorshire - I am delighted to call him that now, given that we have spent so long fighting one another in that constituency over the past 20 or so years - rightly said, it is essential that every vote in the United Kingdom should have equal value. It is of some interest to see that the only part of this House in which that proposition has opposition is on the Opposition Benches.

It is not as though this problem is only one within Wales. We know that all the analyses carried out on the results of the past three general elections have shown that Labour would have had a disproportionate advantage had there just been a replication of votes between the Conservatives and Labour. In other words, if both parties had received exactly the same number of votes, the Labour party would have had majorities in every one of those elections. Any democrat should find that situation insupportable and it is one of the reasons that I support these changes.⁶⁸

Fodd bynnag, mynegodd Aelodau eraill eu pryder ynghylch effaith y lleihad yng Nghymru a natur yr etholaethau newydd.

Dywedodd Wayne David AS:

A 20% reduction is unfair for Wales, especially when we consider that Wales has only 5% of the UK population. Some say that Wales is over-represented, but I would query that very strongly, and point out that Wales is a nation. It is an integral part of the United Kingdom - it has been joined to England since 1536 - but let us not forget that it is a distinct country, with its distinct language and history, and social and political priorities. That has been recognised historically. That Wales has the representation it has is not the result of some Labour fix in the past, but because the British Parliament has historically recognised that Wales is a distinct nation with distinct needs. That must be addressed properly.⁶⁹

⁶⁷ [Trafodion Tŷ'r Cyffredin, 5 Gorffennaf 2010, c54](#)

⁶⁸ Ibid.c67

⁶⁹ Ibid.c90

Wrth grynhoi'r ddadl ar ran yr Wrthblaid, dywedodd Mr Hain:

In the vast rural areas of mid and west Wales, the four constituencies - none Labour-held - including Brecon and Radnorshire, Montgomeryshire and Ceredigion, cover hundreds of square miles, yet under the Bill those four large seats will become two monster ones, each thousands of square miles in size. Until this Bill, every Parliament and every boundary commission has accepted an elementary verity about the Welsh valleys. In former coal mining constituencies, it is impossible to visit the next valley by the shortest route, because that happens to be over the top of a mountain. The only way to do so is by travelling either down to the bottom of the valley or up to the top of it and right around to the next one.⁷⁰

Dywedodd Simon Hart AS:

In Wales in 2011 - I can hardly wait - we have a referendum on AV and one on further powers for the Welsh Assembly, and a Welsh Assembly election, at what cost I do not know. Yet the principle of reducing Welsh MPs by 25%, to which many hon. Members have referred, could be agreed, at least in principle, without any reference to the Welsh nation by 10 o'clock this evening.⁷¹

Er bod Jonathan Edwards AS o blaid yr egwyddor y dylid rhoi'r un gwerth i bob pleidlais yn y DU, credai y byddai'r newidiadau arfaethedig i etholaethau yn cael effaith anghymesur ar Gymru:

Wales, more than any other part of the UK, will be seriously affected by the proposed changes. As many right hon. and hon. Members from my country have pointed out, Wales will probably have about 30 seats following the changes-a cut of 10 seats or 25%, compared with 5.5% in England, 9% in Scotland and 17% in Northern Ireland. We do not agree with those changes, which will strongly affect the Welsh voice at Westminster. We will table an amendment to prevent such a massive loss of representation.⁷²

Wrth grynhoi'r ddadl ar gyfer y Llywodraeth, ymatebodd Mr Harper drwy ddweud:

A number of Members, including the right hon. Member for Neath, referred to a likely reduction in the number of seats in Wales from 40 to 30, as did the right hon. Member for Torfaen (Paul Murphy) and the hon. Member for Ceredigion (Mr Williams). That simply corrects the fact that at present Wales is over-represented in this House. Once the measures in the Bill come into force, Wales will be treated in exactly the same way as England, Scotland and Northern Ireland. It will be represented in exactly the same way as the rest of the United Kingdom, which, it seems to me, is extremely fair.⁷³

5.4. *Datganoli*

Dadleuodd rhai Aelodau fod cysylltiad rhwng lleihau nifer yr Aelodau Seneddol a'r setliad datganoli yng Nghymru. Un o'r Aelodau hyn oedd y Gwir Anrhydeddus Paul Murphy AS, cyn Ysgrifennydd Gwladol Cymru, a gyflwynodd y ddadl hon:

... when people voted for the devolution settlement in 1998, they voted for a package. That package was not simply the establishment of the Assembly, but the continuance of Members

⁷⁰ [Trafodion Tŷ'r Cyffredin, 5 Gorffennaf 2010, c123](#)

⁷¹ [Ibid.c119](#)

⁷² [Ibid.c101](#)

⁷³ [Ibid.c127](#)

of Parliament, at that level, here in the House of Commons to protect the interests of the people of Wales and their nation. If we have a referendum, and there are greater powers, that might change, but at least people would have voted on it. However, in 1998, they voted for the opposite - the retention of Members of Parliament.⁷⁴

Dadleuodd Wayne David AS fod gan Aelodau Seneddol Cymru rôl allweddol cyn bod pwerau'n cael eu pasio i Fae Caerdydd, ac ychwanegodd:

As a result of devolution, the role of Welsh MPs has increased and become more important. That is why the reduction in representation for Wales is fundamentally wrong and unfair.⁷⁵

Cyfeiriodd Mark Williams AS hefyd at y posibilrwydd y bydd Cymru'n colli chwarter ei chynrychiolaeth yn y Tŷ a nododd bod pryder ymysg pobl ar wahân i'r bobl freintiedig. Awgrymodd mai'r amser i leihau nifer yr Aelodau Seneddol oedd os byddai'r refferendwm ar bwerau'r Cynulliad yn cael ei ennill:

I have always taken the view, as has my party, that the time when powers are shifted from the House to the National Assembly for Wales in Cardiff is the time when we should be articulating the case for reducing the number of Members of Parliament at Westminster.⁷⁶

Dangosodd Mr Williams ei gefnogaeth hefyd dros gymal 11, sy'n datgysylltu'r etholaethau ar gyfer etholiadau'r Cynulliad oddi wrth y rheini ar gyfer y Senedd, a fyddai'n golygu cadw maint presennol y Cynulliad.

Mewn ymyriad i araith gan Jonathan Edwards AS, gofynnodd Guto Bebb AS:

On the reduction in the number of Welsh MPs from 40 to 30, does the hon. Gentleman agree that, in the eyes of the Welsh public, an unintended consequence of that change will be an enhancement of the powers of the Welsh Assembly. We can debate the powers of the Welsh Assembly, but my view, which I suspect he shares, is that the people of Wales should make a decision about the powers of the Welsh Assembly. Does he agree that by reducing the number of Welsh MPs from 40 to 30, and reducing the voice of Wales in the House, we are, in effect, increasing the powers of the Welsh Assembly by default?⁷⁷

Atebodd Mr Edwards:

The hon. Gentleman makes a valid point, which was also made by the right hon. Member for Torfaen (Paul Murphy). A case could be made for reducing the number of Welsh MPs, but such a reduction would have to follow a further transfer of powers and a plebiscite in Wales, following a referendum. Part 4 of the Government of Wales Act awards sovereignty over current devolved fields only, so that would not justify a reduction in Welsh MPs either, even if a referendum was won in March.⁷⁸

Er bod cyfeiriad penodol at ddatgysylltu mewn perthynas â Chymru, nid oes cyfeiriad o'r fath at Ogledd Iwerddon yn y Mesur Seneddol, er bod trefniadau tebyg yn bodoli yno. Mynegodd Nigel Dodds AS ei bryder ynghylch hyn:

⁷⁴ [Trafodion Tŷ'r Cyffredin, 5 Gorffennaf 2010, c72](#)

⁷⁵ Ibid. c90

⁷⁶ Ibid. c79

⁷⁷ Ibid.c101

⁷⁸ Ibid

On the relationship between the Bill and the devolved legislatures, clause 11 makes special provision for Wales and will ensure that the constituency boundaries for the Welsh Assembly continue. However, the Northern Ireland Assembly constituencies are tied to the parliamentary constituencies. Therefore, a reduction in the number of constituencies there would have a knock-on effect on the composition of the Northern Ireland Assembly. Has the Northern Ireland Assembly or any party therein been consulted thus far? Have the First Minister, Deputy First Minister or any of the Executive parties been consulted? No, they have not, yet there is a major implication for the make-up of the Assembly, which came about only after much intricate, complex and delicate negotiation. At the very least there needs to be a proper consultation and dialogue with the Northern Ireland Assembly parties. Their views on what affects the composition, operation and good functioning of the Assembly need to be taken into account.⁷⁹

Yn ei ymateb i'r pwynt hwn ar ran y Llywodraeth, dywedodd Mr Harper:

The right hon. Member for Belfast North and the hon. Member for Foyle (Mark Durkan) talked about the linkage between Westminster seats and those for the Northern Ireland Assembly. They will both know that the Assembly is under a statutory duty to consider its operation by 2015, including the size of the Assembly.

The Government are committed to bringing forward further legislation during this Parliament to reflect the wishes of the Assembly. The Government have no intention of dictating the size of the future Assembly. We will work closely with the devolved Administrations.⁸⁰

5.5. Trothwy ar gyfer y nifer sy'n pleidleisio

Cyfeiriodd rhai Aelodau at y mater o osod trothwy ar gyfer y nifer sy'n pleidleisio, fel y trothwy a osodwyd ar gyfer y refferenda datganoli yn yr Alban a Chymru ym 1979. Nododd Eleanor Laing AS:

The second improvement that the Bill needs is in relation to the thresholds. Is it right to bring about constitutional change if only about 15% of the electorate vote for it? The status quo is the status quo because it is the status quo, and changing it should require far more than 15%. That would be wrong. The result of the referendum and the consequent constitutional change will not command respect unless a significant proportion of the electorate support it.⁸¹

Dywedodd Iain Stewart AS:

I, along with my hon. Friend the Member for Epping Forest (Mrs Laing), will seek in Committee to introduce a turnout threshold, so that we do not end up with the preposterous situation whereby a tiny turnout of 35% or 40% and a tiny majority in favour of AV could somehow result in the constitutional changing of the country. In such circumstances, a change would be endorsed by only one in five of the electorate, and that does not provide a mandate.⁸²

Wrth grynhoi ar ran y Llywodraeth, dywedodd Mr Harper:

⁷⁹ [Trafodion Tŷ'r Cyffredin, 5 Gorffennaf 2010, c83](#)

⁸⁰ Ibid.c127

⁸¹ Ibid.c92

⁸² Ibid.c107

My right hon. Friend the Member for Haltemprice and Howden (Mr Davis) and my hon. Friends the Members for Epping Forest (Mrs Laing) and for Milton Keynes South (Iain Stewart) suggested a turnout threshold. Such a system would make an abstention effectively a "no" vote. It would give people an incentive to abstain from voting, and the Government do not believe that that can be right. As for the issue of turnout and legitimacy, I should point out that in the 2005 election only three Members of Parliament received the support of more than 40% of their registered voters: my hon. Friend the Member for North Herefordshire (Bill Wiggin), the hon. Member for Rhondda (Chris Bryant) and the hon. Member for Belfast West (Mr Adams), an interesting combination. Members who suggest that voting is legitimate only if turnout is above a certain level should think carefully about where the logic of that argument takes them.⁸³

5.6. *Diddymu Ymchwiliadau Cyhoeddus*

Fel y gwelir yn y sylwadau gan Mr Straw a Mr Hain yn Adran 5.1 o'r papur hwn, mae'r Wrthblaid yn gwrthwynebu'n gryf y cynigion i ddiddymu ymchwiliadau cyhoeddus ar gyfer gwneud penderfyniadau ynghylch ffiniau etholaethau. Mynegodd rhai Aelodau o bleidiau eraill bryderon hefyd.

Wrth grynhoi'r ddadl ar ran y Llywodraeth, gwrthododd Mr Harper wrthwynebiadau'r Wrthblaid, gan ddyfynnu barn academiaidd i gefnogi ei ddadl:

Boundaries will continue to be drawn by the independent boundary commissions in each part of the United Kingdom. As the Deputy Prime Minister said, we will replace local inquiries with a much longer period-increased from one month to three months-for local people to be able to make written representations. The academics' opinion on this is very clear. They have described oral inquiries as

"very largely an exercise in allowing the political parties to seek influence over the Commission's recommendations-in which their sole goal is to promote their own electoral interests."

They also say that

"it would be a major error to assume that the consultation process largely involves the general public having its say on the recommendations."⁸⁴

Fodd bynnag, gwnaeth Mr Murphy bwynt penodol ynghylch cadw'r sefyllfa fel y mae ar gyfer y cyrff datganoledig:

We are now abolishing that right for local people, although it seems.... that when we are looking at boundaries for the Scottish Parliament, the Welsh Assembly or the Northern Ireland Assembly, there will still be a right to hold public inquiries in all those countries, but not for our mother of Parliaments in Westminster.⁸⁵

⁸³ [Trafodion Tŷ'r Cyffredin, 5 Gorffennaf 2010, c126](#)

⁸⁴ [Ibid.c128](#)

⁸⁵ [Ibid.c73](#)

5.7. Cofrestru Pleidleiswyr

Roedd Aelodau o'r Wrthblaid yn arbennig yn pryderu ynghylch y ffaith nad oedd pleidleiswyr nad ydynt wedi'u cofrestru yn cael eu cynnwys yn yr amcangyfrifon ar gyfer maint etholaethau.

Roedd Chris Ruane AS yn pryderu nad oedd cyfeiriad yn y Mesur Seneddol at unrhyw gamau ar ddiffyg cofrestru.⁸⁶ Dywedodd:

Individual registration is opposed by many Labour Members because we know that when it is introduced the electoral register goes down by 10%, as it has in Northern Ireland, and that the people who come off the register are the poorest in society. We were prepared to accept that because the previous Minister, my right hon. Friend the Member for Blackburn (Mr Straw), said that individual registration would go hand in hand with increasing the register.

I predict that the Government parties will blow a hole in the consensus and go for rushed individual registration, taking another 4.5 million people off the register in addition to the 3.5 million who are already off it. That bipartisanship will be lost for a long time unless they get those 3.5 million people back on to the register. The Deputy Prime Minister can talk in high-falutin' language about the Reform Act of 1832, but if they are going to take 8 million of the poorest people off the register, and keep them off, they know that they are doing wrong.⁸⁷

Wrth grynhoi'r ddadl ar gyfer yr Wrthblaid, cyfeiriodd Mr Hain hefyd at gofrestru pleidleiswyr:

Most outrageously, the Government have said that they intend to redraw the boundaries based on the December 2010 register, when they know that the current register is missing more than 3.5 million eligible voters, predominantly the young, poor and black and minority ethnic social groups.⁸⁸

Yn ei ymateb ar ran y Llywodraeth, dywedodd Mr Harper:

Electoral registration was raised by a number of Members, including the hon. Member for Vale of Clwyd (Chris Ruane) -who, I know from the number of written questions of his that I have answered, takes a great interest in the subject. He will know that the registration rate in the UK is about 91 or 92%, which is broadly in line with that of comparable countries. The boundary review will use the electoral register, as it always has in the past. As the Deputy Prime Minister acknowledged, there are issues with the registration system. I can assure the hon. Gentleman that when we announce our plans for speeding up individual registration he will find that the fears that he expressed this afternoon are misplaced. The Government have no intention of worsening the situation - quite the reverse; we plan, by the measures that we will introduce, to reduce the number of people who are not registered to vote and to improve the system.⁸⁹

⁸⁶ [Trafodion Tŷ'r Cyffredin, 5 Gorffennaf 2010, c79](#)

⁸⁷ Ibid.c80

⁸⁸ Ibid.c124

⁸⁹ Ibid.c129