

Agenda – Children, Young People and Education Committee

Meeting Venue:

Committee Room 1 – Senedd

Meeting date: 21 February 2019

Meeting time: 09.15

For further information contact:

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Committee Clerk

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Private Pre-meeting

(09.15 – 09.30)

1 Introductions, apologies, substitutions and declarations of interest

(09.30)

2 Inquiry into School Funding – evidence session

(09.30 – 10.30)

(Pages 1 – 41)

Tim Pratt, Director – ASCL Cymru

Lee Cummins, Headteacher of Ysgol Emrys ap Iwan, Abergele – ASCL Vice
President

Rob Williams, Director – NAHT Cymru

Dean Taylor, Headteacher of Pentrepoeth Primary School, Newport – NAHT
Cymru President

Tim Newbould, Headteacher of Ysgol Penycae Community Primary School,
Wrexham – NAHT Cymru Executive Member

Attached Documents:

Research Brief

CYPE(5)–07–19 – Paper 1 – ASCL

CYPE(5)–07–19 – Paper 2 – NAHT

Break

(10.30 – 10.40)



Cynulliad
Cenedlaethol
Cymru

National
Assembly for
Wales

3 Inquiry into School Funding – evidence session

(10.40 – 11.40)

(Pages 42 – 75)

Tim Cox, Wales Policy and Casework Official – NASUWT

David Evans, Wales Secretary – NEU

Dilwyn Roberts-Young, General Secretary – UCAC

Attached Documents:

CYPE(5)-07-19 – Paper 3 – NASUWT

CYPE(5)-07-19 – Paper 4 – NEU

CYPE(5)-07-19 – Paper 5 – UCAC (Welsh Only)

CYPE(5)-07-19 – Paper 5 – UCAC (English Translation by Assembly Commission)

4 Papers to note

(11.40)

4.1 Letter from the Minister for Education – Additional information following the meeting on 10 January

(Pages 76 – 77)

Attached Documents:

CYPE(5)-07-19 – Paper to note 1

4.2 Letter from the WLGA – Progress on Developing the New Curriculum for Wales

(Pages 78 – 79)

Attached Documents:

CYPE(5)-07-19 – Paper to note 2

4.3 Letter from ADEW – Progress on Developing the New Curriculum for Wales

(Pages 80 – 81)

Attached Documents:

CYPE(5)-07-19 – Paper to note 3

- 4.4 Letter from the Minister for Health and Social Services – additional information following the meeting on 10 January**
(Pages 82 – 84)

Attached Documents:
CYPE(5)-07-19 – Paper to note 4

- 4.5 Letter from the Chair to the North Wales Perinatal team following evidence session on 10 January**
(Page 85)

Attached Documents:
CYPE(5)-07-19 – Paper to note 5

- 4.6 Letter to Darren Millar AM from the Minister for Health and Social Services – Perinatal mental health in Wales**
(Pages 86 – 87)

Attached Documents:
CYPE(5)-07-19 – Paper to note 6

- 4.7 Letter from the Minister for Health and Social Services – consultation on “Healthy Weight: Healthy Wales”**
(Page 88)

Attached Documents:
CYPE(5)-07-19 – Paper to note 7

- 4.8 Letter from the Chair of Health, Social Care and Sport Committee – Inquiry on mental health in policing and police custody**
(Page 89)

Attached Documents:
CYPE(5)-07-19 – Paper to note 8

- 4.9 Letter to the Minister for Health and Social Services – Committee’s Mind Over Matter report: follow-up**
(Page 90)

Attached Documents:
CYPE(5)-07-19 – Paper to note 9

4.10 Letter from Chief Executive Director, SNAP Cymru – Draft Additional Learning Needs Code

(Pages 91 – 96)

Attached Documents:

CYPE(5)-07-19 – Paper to note 10

5 Motion under Standing Order 17.42(xi) to resolve to exclude the public from the meeting for the remainder of the meeting and for the whole of the meeting on 6 March

(11.40)

6 Inquiry into School Funding – consideration of the evidence

(11.40 – 12.00)

7 Inquiry into the Impact of Brexit on Higher and Further Education – discussion on the Welsh Government response

(12.00 – 12.30)

(Pages 97 – 109)

Attached Documents:

Research Brief

Document is Restricted

Ymateb gan: Cymdeithas Arweinwyr Ysgolion a Cholegau (Cymru)
Response from: Association of School and College Leaders (Cymru)

1. The Association of School and College Leaders (ASCL) represents 19,000 heads, principals, deputies, vice-principals, assistant heads, business managers and other senior staff of maintained and independent schools and colleges throughout the UK.
ASCL Cymru represents school leaders in more than 90 per cent of the secondary schools in Wales.

The sufficiency of provision for school budgets, in the context of other public service budgets and available resources

2. ASCL has been campaigning for a long time for changes to the way that schools are funded in Wales. As long ago as 2005 we provided calculations that showed how schools in Wales were significantly worse off than schools in England (reckoned to be more than £400.00 per student). Since that time, the position has worsened, and we are now at a stage where we feel it accurate to describe the situation as “critical”. It is our view that unless fundamental changes are made, and significant additional funds committed to education, it will not be long before no secondary school in Wales is able to balance its budget and therefore unable to deliver the educational vision for the young people of Wales. In this response, therefore, we will seek to outline not just the problems as we understand them, but also to offer potential solutions.
3. In many respects, education is a unique part of public service. All those who work as teachers are required to be graduates and therefore attract salaries commensurate with that level of qualification. This means that the cost of providing the service is immediately higher than that of many other areas. The number of non-teaching staff required to run a secondary school is significant, along with the considerable number of teaching support staff required for students with Additional Learning Needs, including those with social and emotional issues, means it is no surprise that for many schools the salary bill accounts form more than 85% of their available budget. Over the last ten years, as funding has become ever tighter, school leaders and

governors have had to take difficult decisions as they attempt to balance the books.

4. School budgets have been under pressure for many years. All schools have gone from a position of relative stability in the mid-2000s to a position where every possible saving has been made. Every budget heading has been addressed and cuts made in an attempt to set positive budgets. The result of this has been:
 - the loss of hundreds of our most experienced teachers and middle leaders who have opted for early retirement;
 - a worrying decrease in the breadth of the curriculum;
 - departmental capitation budgets shrunk to such a level that teachers are unable buy anything except the most basic materials;
 - class sizes gradually increased, particularly in KS3, to an extent where classes of 40 are not uncommon;
 - increasing reduction in mental and emotional health support;
 - current middle leaders becoming unwilling to take on extra responsibilities because of the additional pressures;
 - low morale throughout schools in the face of unremitting bad news, leading to significant difficulties in recruiting and retaining the best practitioners.

From our perspective, the fact that 35% of secondary schools are currently in budget deficit is a very clear indication that there is insufficient funding making it to the front line of education.

The extent to which the level of provision for school budgets complements or inhibits delivery of the Welsh Government's policy objectives

5. School leaders remain committed to the major policy changes instigated by the Welsh Government, particularly the National Mission and the new curriculum. However, the level of optimism is declining markedly as they realise that without sufficient funding, there is developing an unbridgeable gap between the aspirations of policy makers and professionals, and the reality of what can be delivered in school. We have some concerns that funding for professional learning, which is critical to the success of this, is channelled through the Regional Consortia, (see para 6 below). We are grateful for the additional funding provided by the Welsh Government for this ongoing work but feel it will prove to be insufficient unless there is more to follow. There is real concern that the innovative changes that schools have

been involved in developing for years now may not come to fruition because of the parlous state of school funding.

The relationship, balance and transparency between various sources of schools' funding, including core budgets and hypothecated funding.

6. We are enormously concerned that the current balance between the various sources of school funding is flawed. Whilst the bulk of the funding is delivered by the RSG, our calculations show that there is an additional sum equivalent of approximately £550.00 per student per year that is delivered via various grants. This money does not find its way equally to all schools; it is sent to the Regional Consortia who are then required to use it in schools. However, we are far from convinced that it is fairly and equitably distributed in all regions. Indeed, there appears to be a “postcode lottery” element at work. Some schools feel that there is a “grace and favour” approach adopted, and those schools who toe the line are more likely to receive a higher proportion of grant funding. We would emphasise that these are perceptions, but they demonstrate the level of the problem. There is not yet sufficient transparency over the financial matters of the consortia to allow anyone to prove or disprove these perceptions.
7. We are concerned about the level of funding which is retained by Local Authorities for the delivery of education. There is approximately £22 million retained for school improvement; this is a clear example of duplication in the middle tier.
8. It is our view that the current pattern of distributing a significant proportion of school funding through grants (approximately £150m per year) is wasteful and unsustainable. We understand that nearly 20% of all grant funding is used in tracking and monitoring schools' spending; this seems to us to be vastly wasteful of scarce resources. Part of the role of ESTYN is to ensure that schools spend their money wisely and effectively; we do not understand why it is also thought necessary to use millions of pounds each year to monitor grant funding that should be monitored as a part of the inspection cycle. If all these monies were passported directly to schools, it would have a major impact on relieving budget pressures. The current system implies a lack of trust in schools and their leaders to be able to spend their funding appropriately.

The local government funding formula and the weighting given to education and school budgets specifically within the Local Government Settlement

9. Core budgets are no longer sufficient to maintain the levels of expert staffing, maintain school buildings and purchase the necessary equipment required to ensure that all our schools are able to deliver the best possible education for the young people of Wales. We know of schools who have seen their actual budget reduce by £1m over a period of eight years (and in some cases less) at the same time as their pupil numbers have remained constant and, in some cases, risen. It is testament to the resilience of teachers that at the same time, standards have often risen. However, this trend will not continue without some redress, and this realisation is causing many in education to feel betrayed, resentful and angry. School leaders and teachers do not want to be part of a system that talks a good game but does not provide sufficient resource to allow the vision to be realised.

10. It is a real weakness of the current system that school funding is not hypothecated. This allows councils to take decisions that are patently not in the interests of education, but in the interest of local governance. There is real inequality between the levels of funding apportioned to schools by different local authorities. It is no exaggeration to say that two schools five miles apart, but in different authorities, may see their funding differ by as much as a thousand pounds per pupils per year. This is not fair nor equitable. Whilst some local authorities may put more money into education than the amount stipulated in the RSG, there are also examples of local authorities who do the opposite. It is our view that there is little transparency in terms of the funding of school between the Individual Spending

Assessment and actual monies in the Local Authority Education Budget. This is then further confused by funding which makes its way to the Individual Schools Budget (ISB).

11. We do not feel that the published levels of delegation are an accurate picture of the funding which makes its way to the schools' budgets. This is due to a number of Service Level Agreements, which, in some instances, are not genuinely delegated in order to inflate levels of delegation. This is misleading, at best, in terms of the monies given to schools.

12. Our view is that the Welsh Government should introduce a fair funding formula for school funding that is hypothecated and requires the money to be passported directly to schools. Whilst it is clear that during the introduction of such a system there will be “winners and losers” we believe that in the long-run it would eliminate the inequalities of the current system.
13. We remain concerned that local decisions on funding may appear to favour schools in certain areas and underfund others. There seems to be little appetite by either national or local politicians for challenging such perceived inequalities and it is time, we feel, for a system that sets the levels of funding for schools to be introduced.
14. The Government made a clear commitment to give grants to fund the teachers’ pay awards in 2018/19 and 2019/20. It is unacceptable to ASCL that this funding has not yet made its way into all school budgets and Local Authorities are in some instances retaining these monies. This is adding further pressures to the already stretched school funding and adding to the sense of crisis our members are feeling each day.
15. We are not convinced that all figures relating local spending on education are made public soon enough, nor in a form that is readily understandable by those who are not economists. We feel there is a real need for more transparency over school funding and tighter regulation to ensure that figures are published in a timely and user-friendly manner. This would do much to remove the suspicion of interference and inequality that pervades the issue of school funding.

Conclusion

13. As leaders of educational professionals, we are committed to doing everything we can to ensure the provision of the best possible education for the young people of Wales in the context of the National Mission. We are, however, concerned that there may be a significant gap between the desire of schools to do the best they can, and their ability to deliver at a time when the level of funding for schools is causing such significant issues and diverting their attention from the central focus of learning and teaching. It is clear to us that there will need to be a significant additional investment in overall funding if the aspiration to implement a world class education system is to be achieved.
14. I hope that this is of value to your inquiry. ASCL Cymru would be happy to contribute to further discussions

Ymateb gan: Cymdeithas Genedlaethol y Prifathrawon

Response from: National Association of Headteachers (NAHT)

NAHT welcomes the opportunity to submit evidence to the Children, Young People and Education committee.

NAHT represents more than 29,000 school leaders in early years, primary, secondary and special schools, making us the largest association for school leaders in the UK.

We represent, advise and train school leaders in Wales, England and Northern Ireland. We use our voice at the highest levels of government to influence policy for the benefit of leaders and learners everywhere.

Our new section, NAHT Edge, supports, develops and represents middle leaders in schools.

The invitation to submit evidence to the National Assembly for Wales' Children, Young People and Education Committee for the inquiry concerning **School Funding** is very welcome, as is the focus upon:

- **the sufficiency of school funding in Wales; and**
- **the way school budgets are determined and allocated.**

The inquiry will focus specifically on:

The sufficiency of provision for school budgets, in the context of other public service budgets and available resources.

1. NAHT Cymru has previously called for a national audit / review of school budgets in Wales in order to clarify the sufficiency of school finances to meet the growing needs of all pupils.
2. In the current long-term and unprecedented large-scale period of educational reform in Wales, such a national audit is also necessary in order to adequately assess the financial capability of schools to successfully implement Welsh Government educational reforms. This is particularly pertinent given the history of well-intentioned, inadequately implemented policy within the Welsh education system of the past.
3. In terms of the scale of pupil needs, there is little sign that these are reducing, in fact, in terms of areas such as deprivation, Additional Learning Needs and Mental Health and Wellbeing, evidence suggests that the demand is growing and outstripping available resources.
4. In reflecting upon the sufficiency of provision for school budgets in Wales, analysis of Welsh Government Main Expenditure Groups (MEG), via their

own publicly available supplementary budget figures and draft budget figures, is relevant.

5. During the Welsh Government Draft Budget 2018-19 outline proposals process, the then Cabinet Secretary for Finance and Local Government, Mark Drakeford AM, stated,

'I am setting this draft Budget against one of the longest periods of sustained austerity in living memory. The UK Government has consistently and persistently cut funding for public services as it has sought to reduce the deficit.

This has had a very real impact on our budget, which by the end of this decade will have fallen by 7% in real terms, compared to 2010-11. This means that we will have £1.2bn less to spend on vital public services. If spending on public services had at least kept pace with growth in GDP since 2010-11, the Welsh Government would have had an extra £4.5bn to spend in 2019-20.

Instead we are still facing the very real prospect of further spending cuts to come from the UK Government – £3.5bn of cuts to public spending are planned for 2019-20, which if they all fall in devolved areas, could mean up to £175m of further cuts to the Welsh budget.' His statement clearly recognises the pressures upon public spending.
6. Figures show that the Education MEG budget in 2013-14 was approximately £2,170,491,000 and was subsequently approximately £2,101,219,000 in 2017-18 – circa a 3% reduction.
7. In the years in between 2013-14 and 2017-18, the Education MEG initially fell, then remained relatively steady in cash terms and then gradually increased back towards the 2013-14 figure by 2017-18.
8. In 2018-19, the Education MEG was £2,416,879,000 – this total included additional resource for projects such as a boost to the existing 21st Century Schools Building programme, a new schools as community hubs pilot and the 'Cymraeg 2050 - A million Welsh speakers' commitment made by Welsh Government
9. The figures show that for Local Government, over that same period, the MEG was at £4,728,084,000 in 2013-14 and at £4,254,156,000 in 2017-18 – approximately 10% less.
10. In 2018-19, the Local Government MEG is £5,405,117,000.
11. The figures show that for the Health and Social Services MEG over the same timeline, the totals were as follows – 2013-14 £6,382,118,000, 2017-18 £7,526,011,000 and 2018-19 £7,795,872,000.
12. In fact, every year since 2013-14, the figures for Health and Social Services have increased, albeit at varying rates, presumably in recognition of increasing demand upon the system.
13. The above is especially significant as schools are reporting difficulties in accessing resource to implement the type of growing support for pupils that could legitimately be expected to come from other sectors, particularly health. Some schools have had to use their own budgets to put this support

in place for pupils. This is particularly prevalent in the special school sector, although mainstream are having to pay more particularly to support mental health and wellbeing.

14. It is also worth noting that between 2013-14 and 2017-18 overall pupil numbers have slightly increased by 0.4% and within that pupil total, figures for those with Additional Learning Needs have also remained fairly steady with a slight increase of 0.3% from 105,303 in 2013-14 to 105,625 in 2017-18
15. The overall level of reserves held by schools in Wales was £50 million at 31 March 2018. The overall level of reserves increased by 10% compared with the previous year. Reserves in primary schools accounted for £49 million or 97% of the total reserves. However, this followed a 28% drop the previous year.
16. The increase in overall reserves is driven by primary schools where reserves increased in the latest year. Reserves in secondary schools decreased, as they have done in recent years, and are now in deficit (by £2.4 million) for the first time since the series began.
17. Since the economic downturn and the introduction of austerity measures there has been an increasing number of schools with negative or lower level of reserves and a decline in the number of schools with reserves over 10% of expenditure.
18. 146 primary, 79 secondary, 8 special, 1 nursery and 7 middle schools in Wales had negative reserves totalling £25 million. The remaining 1,328 schools had positive reserves, 171 of which had reserves in excess of 10% of their total delegated expenditure.
19. One of the challenges facing primary schools in particular is their relatively small economies of scale i.e. the ability to absorb potential shortfalls in funding are significantly reduced.
20. In addition, many schools with reserves have generated income throughout the year, via use of premises, school leaders taking additional regional strategic roles (Challenge Adviser, NQT support etc) in order to offset budget shortfall in core funds. Therefore, it would be inaccurate to describe such reserves as underspends.
21. Finally, with uncertainty in terms of future school budget levels, prudent financial management would dictate some degree of caution.
22. It is, therefore, NAHT Cymru's assertion, that Education funding within Welsh Government has not been afforded the same protection / ongoing review as other areas such as health. When one considers that Local Authority funding has also been cut over the same period, it is clear school funding has been negatively affected both directly and indirectly. This is despite the evidence clearly illustrating that pupil support needs have risen over the same period.

The extent to which the level of provision for school budgets complements or inhibits delivery of the Welsh Government's policy objectives.

23. Welsh Government have set an agenda for “ambitious learning” in Wales which now requires a more profession-led use of pedagogy and adaptive teaching.
24. This approach has been broadly welcomed by the profession because it is widely recognized that there are benefits in, for example, making provision for increasingly reflective learners and making use of authentic learning contexts to build skill capacity. However, whilst this type of progressive teaching for learning builds capacity for Wales to compete with international standards, it cannot be seen as a ‘cheap’ option – it requires investment and appropriate resourcing at a time when class numbers are rising and the amount available for capital expenditure is not.
25. The ‘New Deal for the Education Workforce’ announced by the previous Minister for Education, Huw Lewis AM, sought to offer all practitioners, support staff, teachers, leaders and FE Lecturers in Wales an entitlement to access world class professional learning opportunities to develop their practice through their career. The New Deal was intended to support practitioners to develop their practice in the most effective ways to improve outcomes for their learners. The introduction of this professional learning model was supposed to include the following characteristics:
 - Coaching and mentoring
 - Reflective practice
 - Effective collaboration
 - Effective use of data and research evidence
 - A range of high quality online professional learning material
26. In reality, the ability of schools to meet the commitment required to deliver the above staff entitlement was inextricably linked to their available resource for training. The limited available funding left for schools, once they had committed to their statutory obligations, meant that the New Deal was unlikely to be successful in this original form
27. Clearly, the knock-on effect for wider reforms, such as the new curriculum, are significant and this is why NAHT Cymru welcomed the additional funding recently announced by the Cabinet Secretary for Education, Kirsty Williams AM to deliver the ‘National Approach to Professional Learning’ (NAPL) as it was an acknowledgement that current and previous funding levels had been inadequate in order to deliver a previously unfunded commitment to professional learning.
28. The fact that the (NAPL) funding has been ring-fenced specifically for professional learning purposes suggests that Welsh Government are fearful it might simply be absorbed into other funding pressures – either at Local Authority level or at individual school level – an acknowledgement that school budgeting is either under pressure or not transparent or both.
29. The new Additional Learning Needs and Education Tribunal (ALNET) (Wales) Act 2018 has brought in a number of significant changes and the principles behind the Act, including child-centred planning and a single Individual Development Plan, appear to make sense. However, the financial

implications for schools have been seriously misunderstood and underestimated by policy makers.

30. For example, following on from analysis undertaken by our school leaders, the full process of producing an Individual Development Plan (IDP) for a child (including meetings and paperwork) should, on average, take approximately 3 hours per plan. For a small school of 100 pupils, with the national average of about 23 children on the ALN register, the amount of non-teaching time required to simply complete the IDP paperwork will take at least 14 working days per year (ignoring the possibility that the IDP could be updated more frequently according to pupil need). In the many small primary schools, the ALNCo will have at least a part-time teaching commitment, therefore, the 14 days will need to be covered largely through supply-cover release, which is an additional significant cost to the school. The £20 million announced to support the reform does not include the time needed for person centred planning and IDP writing. Given the time we have outlined above and that there are circa 130,000 learners in Wales (Stats Wales figures) with an ALN that requires school action, school action plus or statementing then we estimate a cost of circa £10million to fulfil the obligations for the act at school level (not including any conflict resolution).
31. In its recently published review of Information and Communication Technology, 'Delivering Digital', Qualifications Wales stated that most schools faced serious challenges in updating both hardware and software. *'Some told us that limited financial resources were a primary reason for using outdated hardware and software..... this was identified as a significant barrier to the successful teaching and assessment of ICT qualifications.'* Pupils also cited the outdated resources as a reason why they did not engage so effectively with the subject and why the subject appeared so detached from the modern world of ICT beyond the school gates.
32. The Welsh Government's 'Cymraeg 2050: A million Welsh speakers - Action plan 2018-19' sets ambitious targets for the education sector. The success of achieving the action plan objectives rests upon the ability of schools, in both the Welsh-medium sector and the English-medium sector, to fully engage with the steps required to meet the overall objectives. School leaders are committed to trying to deliver the objectives but there is a tension being created through lack of resource. It is unhelpful that LA WESPs are uncoded at present.
33. Looking at Objective 3.2 from the above Action Plan, for example - *'Develop one continuum of teaching and learning Welsh to be introduced as part of the new curriculum in all schools in Wales and ensure that assessment and examination of Welsh skills and knowledge are inextricably linked to teaching and learning'* - it is clear that this has implications for all schools in Wales.
34. The challenge facing many schools, particularly in the English-medium sector, is in securing the level of Welsh-language expertise and competence within their staffing to be able to deliver the above objective whilst at the

current time having to prioritise basic staffing provision against a backdrop of reducing core budget i.e. – enough staff to deliver the whole curriculum to all pupils in classes of acceptable size.

35. Developing and supporting good mental health and wellbeing is also acknowledged by Welsh Government as an important policy issue for schools. However, with the challenges faced by increasing numbers of families as a result of current public sector pressures this frequently means that schools are the place where significant issues concerning mental health first become apparent. Schools know that children and young people cannot learn as effectively if they have poor levels of mental health and wellbeing, however, the ability of schools to meet this growing need can be seriously inhibited by lack of funding. Without appropriate training and resources, many schools will find themselves ill-equipped to support their pupils effectively and the cost in both human terms and ultimately to the Welsh Government, when addressing issues further down the line, are significant.
36. NAHT Cymru believe it is clear, therefore, that any policy that reforms education practice in schools, must be properly resourced. In addition, unless new policy fully replaces existing policy and it can be proven that a reconfiguring of existing budgets is all that is required to deliver it, 'new' funding is essential and must be provided at the outset and ongoing.

The relationship, balance and transparency between various sources of schools' funding, including core budgets and hypothecated funding

37. NAHT Cymru school leader members have told us in increasing numbers and with an ever-growing frustration that the core budgets in their schools are becoming more inadequate in order to maintain or continue to raise standards. For many schools the critical role of both the Education Improvement Grant (EIG) and the PDG in recent years has been to mitigate against the disproportionate negative effect upon the most vulnerable pupils that their reducing core school budgets create.
38. The Education Improvement Grant (EIG), established in April 2015, aimed to provide financial assistance to schools, local authorities and regional education consortia to improve educational outcomes for all learners.
39. However, it should be noted that when the EIG (an amalgamation of 11 previous grants) was first introduced this represented a 10% cut on the overall level of the aggregation of the previous 11 grant funding streams. In 2016/2017 there was a further 5% cut followed by a 0.62% cut in 2017/2018. It is clear that the overall EIG has shrunk over time and the flexibility in the school-level use of the grants, provided by Welsh Government at the time, appeared to be a response to an expected pressure on wider budgets.
40. In reality, many schools have had to utilise their EIG provision in its entirety (often in addition to greater proportions of their core budgets) simply to sustain adequate staffing levels. The Foundation Phase principles,

in relation to the initially recommended staffing ratios for example, have been seriously diluted over recent years due to falling funding.

41. In our evidence to the CYPE committee during the previous inquiry into 'Targeted Funding to Improve Educational Outcomes' we cited the published 'Evaluation of the Pupil Deprivation Grant - Final report - December 2017' undertaken by Ipsos MORI, WISERD and the Administrative Data Research Centre - Wales on behalf of Welsh Government. The report indicated that pooling of resource was a fairly common feature - *'as a part of the full suite of funding provided to schools the impact of the PDG is reliant on the existence of other funding streams with similar or complementary aims.....evidence shows that schools top up the funding used to run PDG activities from their own budgets and/or other funding streams by substantial amounts'*.
42. This suggests that where schools have to undertake cuts to their core budgets, the impact can also be felt within the provision provided via the use of additional grants too - often badly affecting our most vulnerable children and young people.
43. In response to the NAHT Cymru school funding campaign, the Cabinet Secretary for Education stated that the *'Welsh Government fully supports fair funding for schools and we have a long-standing commitment to schools with successive efforts to prioritise funding and protect schools from the level of challenge experienced by public services across the UK.'*
44. However, the response goes on to state that Local Authorities are responsible for schools funding in Wales and they have a duty to ensure suitable educational provision is available for all learners. This begs the question as to how the Welsh Government can ensure it remains committed to 'fair-funding' when responsibility to allocate actual funding sits with 22 different Local Authorities with 22 different funding formulae and little evidence of consistency in terms of criteria used or delegation rates. Clearly, there is additional funding added to the Local Authority education pot, which is generated by rates of council tax income, and these also vary significantly across Wales.
45. Therefore, whilst the Welsh Government provides additional significant levels of grant funding for schools, the vast majority of the funding provided for schools is directed to Local Government through the Local Government Settlement.
46. There is also the added layer of the Regional Consortia in Wales. They oversee the school improvement role on behalf of Local Authorities, but they also take the lead in distributing both the EIG and PDG.
47. Currently, school leaders are expressing an increasing lack of belief in the benefits of the middle tier, in general, questioning whether it can drive genuine improvements at school-level and, as a result, confidence in the middle tier is at an all-time low.
48. The perception of school leaders is that the middle tier lacks the same levels of accountability, particularly in terms of delivery (value for money), that is expected of schools.

49. The question must be asked whether a country with a population similar to that of Greater Manchester requires, or can financially sustain, three layers of governance?
50. There appears to be a degree of uncertainty on behalf of schools as to how the grants are used in their entirety within each Regional Consortium, particularly in terms of the EIG.
51. The Welsh Government state that close to 100% of the Pupil Development Grant and more than 80% of the Education Improvement Grant is delegated to schools. However, just as schools are required to show evidence that their grant spending is making a demonstrable impact upon the achievement of children and young people, demands for evidence should be stronger for Regional Consortia to justify retaining any of the EIG or PDG centrally. How this retained grant money is spent by the Regional Consortia should be transparently published on an annual basis and measured by outcome impact upon pupils.
52. It is generally accepted that there are budget pressures facing schools in Wales, however, it is also worth noting that the middle tier is particularly congested – and that each organisation requires funding to exist.
53. In Wales, the educational middle tier includes the Regional Consortia, Local Authorities, Estyn, Education Workforce Council, Qualifications Wales, Diocesan Authorities and others.
54. This congestion lends further weight to NAHT Cymru’s call for a comprehensive review of education spending in Wales, particularly when the child-facing settings that are supposed to be supported by the above organisations – the schools themselves – are struggling to provide the provision our children and young people need and deserve. It would be useful to understand the full extent and level of funding resource being absorbed by the middle tier in Wales.

The local government funding formula and the weighting given to education and school budgets specifically within the Local Government Settlement

55. Within the Welsh Local Government Revenue Settlement 2018-2019 – ‘Green Book’ it states, that, *‘The data used to calculate the distribution of Standard Spending Assessments (SSA) across the service areas are collected from various sources, mostly on an annual basis. The exceptions are the settlement and dispersion data, which are based on the 1991 and 2001 Censuses and selected indicators derived from the 2001 and 2011 Censuses.’*
56. Thus, it appears that the Welsh Government formula uses 1991 census data to drive the distribution of sparsity funding and a special education formula based on numbers of pupils eligible for free school meals, which appears to have remained unchanged since 2003.
57. Elements used to calculate the funding distribution to Local Authorities, as outlined in the ‘Green Book’, therefore, appear to run contrary to the commitment made by Welsh Government to regularly review the

mechanism. In three years' time, for example, the sparsity data will be 30 years out of date. Irrespective of the potentially small variations in such data year-on-year, it would appear more transparent, and be increasingly accurate, if such figures were the latest available for each year.

58. It should also be noted that elements such as sparsity are included in the 'Green Book' calculations and are also funded again through grants. This partly explains the disproportionate differentials between rural and urban funding levels.
59. In addition, it should be noted that, the total of £4.214 billion of un-hypothecated funding through the Aggregate External Finance (AEF) for 2018-19 was a 1.3% decrease in real terms from the 2017-18 figure. With increasing costs impacting upon schools for inflation affected areas such as energy and water, as well as the increasing costs deferred to schools via more expensive Service Level Agreements from Local Authorities, the overall effect upon school budgets is clearly negative.
60. In terms of the weighting given to education within the Local Government Settlement, it is relatively unclear, and the fact is that actual spending levels vary between Local Authorities.
61. This lack of clarity is exacerbated by the hugely differing relationships between individual Local Authorities and their respective Regional Consortia, how they were set up and structured and their governance arrangements appear very inconsistent.
62. The school services and other education elements appear to be the greatest proportion of each Local Authority spend, but not all reach their Indicator Based Assessments (IBAs) and as they are not set as targets there appears little incentive for IBAs to be met by Local Authorities.
63. Other than the per capita spending on school services in the 'Green Book', which show variations of approximately £100 or more, it is difficult to gauge exactly the weighting given to education and school budgets specifically within the overall Local Government Settlement
64. By factoring in that delegation rates to schools also vary hugely across the Local Authorities, the picture becomes increasingly difficult to compare. For example, the funding delegated to schools is budgeted to be £2,160 million. The amount of funding that local authorities delegate directly to schools ranges between 75% and 90% of overall gross school budgeted expenditure.
65. NAHT Cymru believe that the local government funding formula must utilise the most up to date data every year and the weighting given to education and school budgets specifically within the Local Government Settlement should be needs led and not set on the basis of the overall total available. It is also pointless creating IBAs if Local Authorities choose not to at least meet them.

Welsh Government oversight of how Local Authorities set individual schools' budgets including, for example, the weighting given to factors such as age

profile of pupils, deprivation, language of provision, number of pupils with Additional Learning Needs and pre-compulsory age provision

66.The gross spending (Council spend) per pupil in Wales is published as follows:

Council	Amount spent per pupil (2018-19)
Vale of Glam	£5,107
Newport	£5,232
Bridgend	£5,306
Flintshire	£5,401
Wrexham	£5,499
Swansea	£5,506
Monmouthshire	£5,552
Carmarthenshire	£5,573
Caerphilly	£5,660
Torfaen	£5,687
Cardiff	£5,724
RCT	£5,731
Pembrokeshire	£5,768
Neath Port Talbot	£5,772
Anglesey	£5,801
Merthyr	£5,830
Conwy	£5,956
Denbighshire	£6,041
Gwynedd	£6,081
Ceredigion	£6,249
Blaenau Gwent	£6,355
Powys	£6,456

However, gross figures are not necessarily useful when scrutinising school budgets.

67.NAHT Cymru gathered a number of pieces of information via surveys, research and freedom of information requests, one line of inquiry focused upon more specific Age-Weighted Pupil Unit (AWPU) figures.

68.In focusing upon the AWPU figures at Local Authority level, NAHT Cymru gathered figures for the four years 2013-14 up until 2016-17. The figures show that the variation between the lowest Local Authority AWPU and the highest in 2016-17 were as follows - for Year 2 pupils there was a £956 difference (£2812 was the highest, £1856 the lowest), for Year 6 it was £904 and Year 11 it was £1181.

69.The various AWPU figures across all age ranges vary year-on-year – essentially, it appears that Local Authorities have to calculate the AWPU

simply based upon how much in total, they have to allocate to school budgets, once various other criteria have been included.

70. For example, one Local Authority responded by stating the AWPU value includes the following in their calculations:

- Salary Costs (i.e. Teaching Staff, Supply Cover, Nursery Nurses, Midday Supervisors etc.);
- General Allowance & Exam Fees;
- Premises (i.e. Water, Refuse etc.);
- Various Service Level Agreements (i.e. Catering, Building Maintenance etc.);
- Teacher Recruitment & Advertising;
- Music Tuition;
- Sickness Compensation Scheme;

48. Another Local Authority simply told us that, *'The AWPU is calculated by dividing the funding available by the number of pupils'* whilst a third included the following in their calculations:

- Pupil Teacher Ratio (PTR)
- Supply Cover
- Pupil Number Allocation
- Furniture, Equipment and Materials Allocation
- Examination Expenses

71. Therefore, it is clear that there is no consistency across Wales and the current system produces a picture that is inequitable and not transparent. This means that the monitoring role of Welsh Government is made unnecessarily complex.

72. It should also be noted that, in previous evidence to the committee, NAHT Cymru showed that data used to identify deprivation is far from perfect. School leaders become frustrated when key pupils from disadvantaged backgrounds unfairly miss out simply if they do not take up FSM even if they might be eligible. However, when disadvantage is identified, it is often addressed in multiple ways for the same pupil due to the way money is delegated to schools (e.g. an element through delegated core budget, a second element through PDG and a third element through ALN budgets). Is this the fairest and most effective way of addressing additional risks for pupils created by deprivation?

73. Local level leadership should allow allocation of resources where they are most needed, however, there needs to be consistency in the criteria that is used for calculating the Local Authority formula for distributing to schools in order to provide clarity, increased equity and transparency. This is desirable for schools, for parents (knowing that their child has a fair share of funding) and the wider public as well as to enable more robust monitoring by Welsh Government.

Progress and developments since previous Assembly Committees' reviews (for example those of the Enterprise and Learning Committee in the Third Assembly)

74. The Education Minister, Jane Hutt AM's, response to the Enterprise and Learning Committee in the Third Assembly contains a number of specific answers to recommendations. It is worth reflecting upon a number of them.
75. The first recommendation of the committee was, *'...that the Welsh Government should review school funding mechanisms to reduce obscurity, complexity and disparity within the current system, to improve its responsiveness to current and future need, and to focus on desired outcomes. We also recommend that new approaches to funding distribution should be subject to robust scrutiny and a timetable for implementation published so that progress can be monitored'*
76. The response is deeply unsatisfactory in stating that the then Welsh Assembly Government was not prepared to undertake a fundamental review of funding mechanisms as it was deemed unnecessary. Given the growing complexities in the bureaucratic layers within the Welsh education system (including the more recent establishment of the Regional Consortia) and the growing pressures on the public purse, such a response now would be indefensible.
77. The Minister goes on to state that regulations were clear and consistent and ensured that all local authorities took account of important drivers like pupil numbers or deprivation and sparsity, for example. However, we have found evidence to suggest that the data driving some of the funding allocations are out of date.
78. The report also refers to commitment from the Welsh Government to reducing the bureaucracy of administering grants, but school leaders tell us that for many grants, Regional Consortia often demand excessive paperwork for delivery in schools.
79. Another recommendation stated, *'We recommend that the Welsh Government should improve the transparency, comparability and consistency of published information on school funding in Wales, both on the funding distributed to local authorities and in turn to schools; also the requirements for reporting on education expenditure'* Unfortunately, in allowing Local Authorities to continue diverging in terms of their individual funding formulae, together with the role of the Regional Consortia, particularly in allocating grants such as the EIG and PDG, transparency appears to have worsened greatly as has consistency and the ability to adequately compare.
80. The fourth recommendation is very telling as it reflects our current view of the need for a full review of school funding, *'We recommend that the Welsh Government commission an independent review of schools' revenue needs which would form a basis for agreement between the Welsh Government and local authorities on a recommended minimum funding requirement in respect of local authorities' education spend..'* The response is wholly unacceptable – in refusing to accept an independent review, the Minister suggests that such an approach would cut across local democratic responsibilities. However, by dismissing the need to establish a

minimum level of funding, the assumption is that schools have adequate levels of funding to deliver Welsh Government improvement policies – our evidence suggests that this is simply not the case and in order to ensure all schools can implement current education reform, a minimum level of funding requirement is absolutely essential – hence our call for an independent audit / review.

87. Finally, the tenth recommendation - *'We recommend that the Welsh Government should continue to make progress on developing a sustainable and symbiotic relationship between education policy objectives and the school funding system that delivers them.'* – was accepted, however, once again our evidence suggests that Welsh Government did not learn the lessons of well-intentioned, inadequately funded and poorly implemented policy of the past. Many current reforms are welcomed in principle by the profession, including school leaders, but agreement and consensus does not, in isolation and without adequate resource, implement successful reform.

The availability and use of comparisons between education funding and school budgets in Wales and other UK nations.

82. The 2018 Institute for Fiscal Studies (IFS) report, 'Comparing schools spending per pupil in Wales and England', provided a powerful picture. The report noted:

- Higher levels of school resource / spending can improve later life outcomes;
- Previous Welsh Government statistics suggest spending per pupil was about £600 lower in Wales than in England in 2009-10. IFS figures suggest it was probably closer to £300
- Academies programme in England caused previous difficulties in comparing as their figures were missing from Local Authority outturns but these have now been included from 2013-14 onwards
- Spending per pupil was only about £100 lower in Wales than in England in 2017-18
- However, both Wales and England per pupil spending has fallen since 2009-10
- In England, the decrease has occurred more swiftly over the same time period – 8% cut in England, 5% cut in Wales
- Faster fall in funding influenced by direct allocation of spending to schools in England, reduction in wider Local Authority services and School Sixth Form cuts also being greater (but still severe in Wales) – 25% and 22% respectively
- In simple terms, funding has fallen in both England and Wales but pupil numbers have grown in England but remained fairly static in Wales

83. The IFS report essentially paints a picture of gradual erosion of school funding, under a range of influences, over a significant period of time. Both

Wales and England have experienced overall cuts over time, but England has caught up with Wales in recent years – although both appear still to be on a downward trajectory.

84. In terms of Scotland, when looking at their own fair funding principles, the Scottish Government describes a startlingly familiar picture, *'The system for allocating funding to schools is complex, opaque, and varies widely between local authorities. While the local government settlement uses a series of defined methodologies for allocating money to local authorities which take account of a wide number of needs-based factors, there is little transparency over the method of allocating funds from local authorities to education, and then to individual schools. There appears to be substantial variation in how local authorities spend and allocate their education budget, and how they record that spending. Those differences make it difficult for teachers and parents to understand what level of funding their school receives and why, and for local authorities to understand the differences between them and other local authorities. Addressing these issues is important.'*
85. The principle of value for money is also cited by Scottish Government, not as a cost cutting exercise but as a way of maximising the impact of each pound spent to improve the outcomes for all children. This principle should be applied not just to schools, as it is already within Estyn inspections, but also to all middle tier organisations to ensure that their function, activity and spending ultimately deliver the best for children and young people.
86. The principles upon which Scotland wish to base future funding plans should also be noted – the approach is centred around children and young people, is school and teacher-led, focusses on the quality of teaching and learning; supports leadership; and has a relentless focus on improvement. It does not focus upon top down mechanisms to enforce this approach in schools but instead seeks to equip schools themselves with the resources to bring the principles to fruition – *'School funding needs to reflect and support the greater devolution of responsibility to headteachers'*
87. NAHT Cymru believe that the whole sector needs to establish an honest, open dialogue when analysing school budgets in Wales.
88. We need to establish how the true funding picture is affecting children and young people within individual schools in 2018.
We need:
- an independent review into school funding in order to move forward and establish a sufficiently resourced school system;
 - clear principles of equity for all (irrespective of location)
 - a consistent approach to the criteria used in every Local Authority school funding formulae and

- to properly scrutinize the middle tier, the effectiveness of regional working and the affordability of such a structure for Wales given the pressures on budgets
- a commitment to transparency in order to ensure that the shared goals outlined in ambitious reforms can be realised in our schools.

Rob Williams – Policy Director NAHT Cymru
December 2018

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Agenda Item 3

CYPE(5)-07-19 - Paper 3

SF 37

Ymateb gan: NASUWT

Response from: NASUWT

February 2019

1. The NASUWT welcomes the opportunity to submit written evidence to the Children, Young People and Education (CYPEC) committee inquiry into school funding.
2. The NASUWT is the largest teachers' union in Wales representing teachers and school leaders.

GENERAL COMMENTS

3. The NASUWT believes that there is a clear moral purpose for publicly provided education. Education should meet the needs of all children and young people on a fair and equitable basis, irrespective of where they happen to live. Education should contribute to the achievement of the country's local, national and international needs and aspirations, whilst also enhancing the lives and life chances of all children and young people.
4. The mechanism by which state schools are funded, including the arrangements for determining distribution of funding at the local level, is critical to securing an inclusive and world-class education system, operating in the public interest and contributing to the maintenance of a democratic, just and inclusive society. These mechanisms must operate and be seen to operate in the interest of all schools, all pupils and in the wider public interest.
5. In examining the appropriateness of the funding mechanism for schools, the NASUWT believes that the funding mechanism for schools must:
 - i. contribute to raising educational standards for all pupils and narrow the achievement gap;
 - ii. provide equality of opportunity for all learners;
 - iii. secure value for public money in relation to educational provision and reduce the burdens on, and risks to, the public purse in the short, medium or long term;
 - iv. ensure the provision of high-quality education and related support services for children and young people, including those currently provided by local authorities;

- v. provide for the operation of the national pay and conditions frameworks for teachers and headteachers and enable schools to recruit and retain a high-quality workforce; and
 - vi. enhance democratic participation and accountability.
6. The NASUWT considers that it is the responsibility of government to design a fair system of school funding. Nevertheless, to ensure fairness and equity of entitlement for all pupils, the NASUWT believes that the funding mechanism for schools must:
- i. provide equality of opportunity and equitable access for all learners, including through the provision of a broad and balanced curriculum, and contribute to raising educational standards for all pupils and narrow the achievement gap;
 - ii. ensure that all schools are funded on the same basis, irrespective of their legal or governance status, which should not result in anomalies between schools where their needs and circumstances and the expectations upon them are the same;
 - iii. reflect the additional costs related to pupil deprivation, socio-economic circumstances, school location and setting;
 - iv. ensure the provision of, and access to, high-quality education and related support services for children and young people, including vulnerable children;
 - v. provide equality of entitlement for all learners to be taught by qualified teachers and for the recruitment, retention and development of a world-class workforce in every school or setting as critical components in delivering better outcomes for all children, and that these entitlements must not be based on parents' ability to pay;
 - vi. be clear and transparent so that school budgets are based upon clearly identified and agreed sets of expectations about what work schools should do and the performance expectations that will apply to them;
 - vii. enable fair, open and easy comparisons to be made with regard to the income and expenditure of different institutions or sponsors;
 - viii. be fit for purpose, taking account of local circumstances and needs and the expectations on schools and local authorities, while promoting public and professional confidence in the system;
 - ix. be sufficient in ensuring that the global amount available for the funding of schools takes full account of education priorities and needs and promotes fairness, equity, inclusion and social cohesion;

- x. ensure that changes to the funding for schools do not result in detriment to colleges or early years provisions, which are also essential in providing education for school-aged pupils;
 - xi. be responsive to changing needs and circumstances;
 - xii. be predicated on consultation and democratic involvement at national, local and institutional levels, including full recognition of school workforce trade unions;
 - xiii. promote stability for schools and enable schools to plan and organise their priorities in the longer term, and help to minimise turbulence;
 - xiv. support the best use of resources, through arrangements for strategic planning of local provision, institutional collaboration, economies of scale and the pooling of resources to meet locally identified educational needs; and
 - xv. ensure that schools in receipt of state funding should not be able to make a profit and that they demonstrate the provision of good value for money.
7. The NASUWT believes that the principles underpinning the national arrangements for the funding of schools should also confirm that the funding system will ensure the provision of, and access to, high-quality education and related support services for children and young people, including vulnerable children. This is particularly important in the context of ensuring high-quality support for children, young people and families, which has historically been provided by local authorities.
 8. The NASUWT also asserts that local circumstances and needs, and the expectations on schools and local authorities, must be appropriately considered and taken into account. Whilst the needs of individual pupils should be an important consideration in the funding of schools, it should not be the primary consideration. The context in which schools operate, including local area needs and circumstances, has an important bearing on how schools perform and the support they are able to call upon, as well as in terms of how barriers to learning can be addressed.
 9. It is also essential that the quantum of funding is sufficient and that the global amount available for the funding of schools takes full account of education priorities and needs and promotes fairness, equity, inclusion and social cohesion.
 10. The funding allocation arrangements should promote stability for schools and enable schools to plan and organise their priorities in the longer term (through multi-year budgeting arrangements), and help to minimise turbulence and other adverse effects. Levels of provision within schools

should be protected from the major resource shifts arising from modifications to the funding system. The funding arrangements should seek to cushion schools from demographic, social and economic fluctuations, which might otherwise trigger avoidable or unnecessary changes to staffing, curriculum provision, admissions and school organisation.

11. Funding allocations should be responsive to changing needs and circumstances but the Welsh Government needs to be more proactive in its workforce planning, particularly since the devolution of teachers pay and conditions to Wales.
12. The need to ensure a fit-for-purpose funding distribution methodology must not, in our view, remove the need to ensure that the funding quantum provided for schools is sufficient.

SPECIFIC COMMENTS

13. The NASUWT has identified that the CYPEC wishes to receive views on the questions that follow.

The sufficiency of provision for school budgets, in the context of other public service budgets and available resources

14. The NASUWT is of the considered view that the settlement of the quantum for schools should, at a minimum, be in line with the gross domestic product (GDP) average within the Organisation for Economic Co-operation and Development (OECD), keep pace with domestic inflation and provide a basis for continued service improvement. There should be no decrease in the share of national wealth spent on education.
15. The NASUWT supports the recommendation by Education International and other bodies that spending on education should equate to a minimum 6% of GDP.
16. In 2017 the gross value added statistics for Wales (equivalent to GDP for UK regions) was £62,190 million.¹ The Gross schools expenditure was budgeted to be £2,543 million.² This results in an expenditure rate of 4.1% compared to GDP equivalent. Whereas this does not take into account central government funding the Welsh Government and local authorities in Wales should be allocating more than £3,700 million to ensure that schools in Wales are funded to the EI recommendation.
17. The shortfall in school budgets in Wales is exemplified by the statistics on teachers in post in Wales. Since 2010 the number of pupils in school in Wales has decreased by only 29 pupils from 467,141 to 467,112 in January 2018. Over

¹ Office for National Statistics, *Regional economic activity by gross value added (balanced), UK: 1998 to 2017*, December 2018. <https://www.ons.gov.uk/economy/grossvalueaddedgva/bulletins/regionalgrossvalueaddedbalanceduk/1998to2017#main-points>

² Stats Wales, *Local Authority Budgeted Expenditure on Schools: 2017-18*, <https://gov.wales/statistics-and-research/local-authority-budgeted-expenditure-schools/?tab=previous&lang=en>

the same period the number of full-time equivalent teachers has fallen by 1,416 from 25,286.6 to 23,870.6.³

18. The squeeze on budgets over this time has been compounded by school reorganisations and, in particular the rise in the number of all-through (3-16 or 3-18) schools.
19. Local authorities have used the provisions of the School Standards and Organisation (Wales) Act 2013 to close primary and secondary schools with minimal consultation and reopen new all-through schools. In this process all staff are dismissed from their posts and required to reapply for new posts in the new schools. In most cases there are fewer posts in the new schools than existed before, leading to teacher redundancy.
20. The NASUWT has complained about the provisions of the 2015 Act and the processes used by local authorities. This has in many cases led to the Union initiating industrial action, including protracted strikes in order to protect the jobs and livelihoods of members.
21. The NASUWT is unaware of any evidence that suggests that all-through schools improve the quality of education for pupils or supports their formation. The rise of these schools, usually referred to as middle schools in official statistics has been predicated on, what the NASUWT believes to be a fad designed to access capital funding from the 21st Century schools fund as such provision is considered by some to be 'innovative'.

The extent to which the level of provision for school budgets complements or inhibits delivery of the Welsh Government's policy objectives

22. The Union believes that the production of a so-called co-constructed curriculum under the reforms currently underway makes the requirement for clear links to be established between the policy objectives and funding.
23. The NASUWT believes that, amongst other potential pitfalls the success of the new curriculum framework will be predicated on sufficient funding in the right places for the right purposes.

The relationship, balance and transparency between various sources of schools' funding, including core budgets and hypothecated funding

24. In responding previously to the CYPEC's Inquiry into Targeted Funding to Improve Educational Outcomes contrast, the NASUWT noted that the Pupil Development Grant had sought to target funding across schools according to need, based primarily on an index of deprivation, within the school funding

³ Stats Wales, *School Census Results, 2018*, SFR 59/2018, July 2018

formula and, as such, this approach would meet several of the principles maintained by the Union.

25. Whilst raising this, the NASUWT is not providing an indication of support for the current methodology of funding schools in Wales. Indeed, the Union maintains that the current system, which is based primarily on pupil numbers rather than the needs of the curriculum and the designated needs of specific groups of pupils, does not enable either schools or local authorities to retain staffing complements to ensure that these needs are catered for effectively.
26. The NASUWT believes that the CYPEC should question seriously the decision to move away from the hypothecation of the grants. The Union raised concerns about the decision to amalgamate grant funding into the Education Improvement Grant (EIG) in its evidence to the inquiry into the EIG.
27. The NASUWT is concerned that the un-hypothecation of grants could lead to funding being allocated on the basis of grace, favour and patronage, rather than being targeted to areas of need through the provision of either dedicated funding to schools or the retention of central local authority services where specialist staff can be deployed to areas of need.

The local government funding formula and the weighting given to education and school budgets specifically within the Local Government Settlement

28. Eight out of 22 local authorities fund education and schools below the level of their Indicator Based Assessment.⁴ This then brings about anomalies in the levels of comparable funding between local authorities and, to some extent the differences in per pupil funding.

Welsh Government oversight of how Local Authorities set individual schools' budgets including, for example, the weighting given to factors such as age profile of pupils, deprivation, language of provision, number of pupils with Additional Learning Needs and pre-compulsory age provision

29. The NASUWT is aware that according to Stats Wales the gap between the highest and lowest per pupil funding local authorities in Wales on delegated school expenditure is £1,183, ranging from £5,529 per pupil in Blaenau Gwent to £4,346 per pupil in Neath Port Talbot.⁵
30. Whilst supporting the role of local authorities within education policy and the democratic involvement and accountability that results, the Union finds it difficult to understand how such variations are in place.

⁴ Stats Wales, *Local Authority Budgeted Expenditure on Schools: 2018-19*, SB 41/2018, July 2018

⁵ Stats Wales, *Reserves held by schools in Wales at 31 March 2018*, SFR 91/2018, 17 October 2018

31. Variations within local authorities appear to be consistent with smaller schools in general receiving higher per pupil funding and larger schools receiving less. This trend is apparent across all local authorities and relatively consistent, with a few anomalies, and taking into account the variation in per pupil funding between local authorities.
32. This implies that local funding formula are by-and-large very similar from county to county. Each local authorities 'cuts its cake' in similar and comparable ways. The issue is the size of each cake in the first place.

Progress and developments since previous Assembly Committees' reviews (for example those of the Enterprise and Learning Committee in the Third Assembly)

33. At the advent of the first National Assembly the NASUWT, together with a range of other stakeholders, including teacher unions, parent-teacher associations and Governors Wales, presented a report to the then Minister for Education. The report - *Funding the Education Services in Wales to provide Equality of Opportunity for all pupils* was a challenge to the National Assembly on the principles of:
 - guaranteed minimum staffing levels required to deliver the National curriculum;
 - common age-weighted pupil funding units;
 - progression towards the allocation of actual rather than average salary costs;
 - opportunities for local authorities to enhance funding to take account of other factors such as social deprivation and special educational needs; and
 - the provision of adequate resources to ensure the local authorities could provide high quality central services.
34. Eighteen years on it is disappointing that little or no progress has been made towards these principles.
35. Similarly, the report from the National Assembly for Wales (NAfW) Committee on School Funding in 2006 noted that '*the way funding is distributed seems to be driven by historic patterns of spending than any objective assessment of schools' current and future needs*'. The NASUWT asserts that this is still largely true.
36. The 2006 Report went on to recommend that the Welsh Government '*establish and publish minimum common basic funding requirements for school staffing accommodation and equipment*'. This also has failed to materialise.

37. The 2009 report of the NAFW Enterprise and Learning Committee – *Arrangements for school Funding* also noted that:

‘Our 2008 report noted that while progress had been made in some areas... little progress had been made in other areas, in particular

- *Effective information – guidance, comparability and availability*
- *Effective use of funding*
- *Effectiveness of school budget forums.’*

38. Whereas the NASUWT believes that changes to the funding for schools should not result in detriment or turbulence the slow progress of funding reform in Wales means that historic funding allocations ensuring that individual school budgets change little from year to year are still in place. Nevertheless, the Union maintains that if changes to the funding mechanisms or formula are considered then the Welsh Government and local authorities should make clear how schools would be protected against serious levels of financial turbulence which could adversely impact the stability of teaching and learning provision for pupils.

39. The 2009 Report also recommended that *‘the Welsh Government should continue to make progress on developing a sustainable and symbiotic relationship between education policy objectives and the school funding system that delivers them.’*

40. The NASUWT fundamentally agree with this principle but notes that this is far from the case and no progress has been made to bring about such a relationship. The comments referenced above regarding the new curriculum are particularly pertinent in this matter.

The availability and use of comparisons between education funding and school budgets in Wales and other UK nations

41. The NASUWT has for the last three years calculated the funding gap between Maintained schools in England and those in Wales. This has been undertaken on a like-for-like basis by excluding the academy and free schools in England. The figures, for the most recent years’ available, are:

Funding per pupil	2014-15	2015-16	2016-17
Maintained schools in England	£5,541	£5,567	£5,594
Maintained schools in Wales	£4,934	£4,889	£4,949
Funding gap	£607	£678	£645

42. The NASUWT has provided these figures and the methodology to Welsh Government officials and offered to meet to discuss the calculations. This offer has never been taken up and the veracity of the figures has not been challenged.
43. The NASUWT has calculated that the gap in funding is equivalent to a shortfall in school budget in Wales of £291 million. This would be sufficient to provide more than 7,000 additional teachers at average salary costs.
44. The reserves in schools in England and Wales over the same timescale also exemplify the insufficiency of budgets in Wales.

	2014-15	2015-16	2016-17
Maintained schools in England	£2,119 m	£2,086 m	£1,702 m
per pupil	£419	£421	£355
per school	£119,757	£124,316	£105,677
as % of expenditure	7.55%	7.57%	6.35%
Maintained schools in Wales	£63 m	£64 m	£46 m
per pupil	£141	£142	£101
per school	£39,867	£40,756	£28,972
as % of expenditure	2.86%	2.90%	2.06%

45. This shows that there is very little surplus money available in schools in Wales and that anecdotally much more has to be spent on staffing in schools in Wales than is necessary in England.

SF 34

Ymateb gan: Undeb Addysg Cenedlaethol Cymru
Response from: National Education Union Cymru

About National Education Union Cymru:

- The National Education Union Cymru stands up for the future of education. It brings together the voices of teachers, lecturers, support staff and leaders working in maintained and independent schools and colleges to form the largest education union in Wales.
- The National Education Union is affiliated to the Trades Union Congress (TUC), European Trade Union Committee for Education (ETUCE) and Education International (EI). It is not affiliated to any political party and seeks to work constructively with all the main political parties.
- Together, we'll shape the future of education.

Our response

We welcome the opportunity to respond to this consultation and would welcome the opportunity to supplement this response with oral evidence.

In previous responses to the Committee about funding we have set out that school funding is facing unprecedented pressure and that our members have grave concerns about school funding.

We cannot reiterate enough that the schools sector is in need of additional support.

Reductions in funding will inevitably lead to teacher and support staff redundancies, diminution of resources generally, increase class sizes and consequently teachers' workload and stress levels. This will exacerbate problems with teacher recruitment and retention. The inevitable impact of this will be on our children and young people – a situation which no one in Wales wants.

Transparency

A lack of transparency of both Welsh Government spending, but also the amount of money each Local Authority puts into school budgets from the Revenue Support Grant. This lack of transparency has consistently

resulted in a post code lottery when applying the different funding formulas currently in operation across Wales. It is not unusual to see a school being funded on a per pupil basis significant sums less than another similar sized school elsewhere.

The new Curriculum, Additional Learning Needs and other reforms in 'Our National Mission', have serious system wide cost implications if they are to be implemented in a way which will meet the expectations not only of the WG, but of teachers, support staff, parents and children across Wales. Reforms have generally been welcomed by education professionals, but inadequate resourcing will have significant implications upon the success, or otherwise, of such reforms.

The Institute of Fiscal Studies (IFS) recently suggested that school funding in England was dropping at a faster rate in England (8%) than in Wales (5%).¹

Whilst we would disagree with the IFS findings on the amount of money spent in England and Wales in terms of a funding gap, the findings do reflect the chronic underfunding of the Welsh education system, which must be reversed if we are to achieve the aims of the WG set out in 'Our National Mission'.

The WG itself published figures in 2010 which suggested the funding gap was at least £604². We believe the current likely funding gap is larger than IFS suggest and probably well in excess of that 2010 figure.

Welsh Government Budget

We know that WG has been hit by austerity. In a recent statement, Finance Minister Mark Drakeford said: "the Welsh Government's budget will remain 5% lower in real terms in 2019-20 than it was in 2010-11, equivalent to £850m less to spend on public services."

However, WG face real choices about how they spend the money which is allocated to them.

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<https://www.ifs.org.uk/uploads/Comparing%20schools%20spending%20per%20pupil%20in%20Wales%20and%20England.pdf>

² <https://www.bbc.co.uk/news/uk-wales-12280492>

In her letter to CYPE Committee³, the Education Minister, Kirsty Williams AM, says that ‘prevention’ ‘of problems arising in the future’ is key to her education spending plans, and sets out how she is meeting her priorities.

However the WLGA disagree with how she has allocated her budget.

In evidence to the Equality, Local Government and Communities Committee in October⁴, the WLGA were very strong on what they thought about WG budget allocations. They particularly noted that the £24 million over 2 years, which the Education Secretary plans to spend on professional learning should go directly into the Revenue Support Grant (RSG). They believe that spending on teachers’ professional learning “exacerbates the way that the impact of these cuts will divert remaining resources away directly from the classroom”.

However, we would disagree with this position, and believe ensuring sufficient money is available for professional development is a critical matter which we would not want to see disappearing into the RSG. We believe this money needs to go straight to the schools.

If WG is serious about delivering its reform agenda, including both the Curriculum and ALN changes, this money must be committed every year and support individual education professionals in continuing professional development.

There are wider implications for funding too. Adult and Community Learning has received significant cuts⁵, with the EHRC finding: “Engagement in lifelong learning (education courses or job-related training) has declined since 2013/14, including among younger people aged 25–34.”

Child poverty

³ <http://senedd.assembly.wales/documents/s80172/CYPE5-30-18%20-%20Paper%201%20-%20Welsh%20Government.pdf>

⁴ <http://record.assembly.wales/Committee/5166>

⁵ <https://beta.gov.wales/sites/default/files/publications/2018-02/review-of-the-operation-of-the-further-and-higher%20-education-governance-and-information-wales-act-2014.pdf>

We are particularly concerned about the how wider austerity is impacting on schools ability to provide the best possible education to children in Wales. The benefit changes imposed by the Westminster Government have an impact on children and young people in Wales.

A recent Bevan Foundation Report⁶ had some stark figures for Wales on Child Poverty. With ‘approximately 180,000 children’ in Wales living in poverty, we believe it is critical that WG does not leave schools to fill gaps left by cuts to other services. We would agree with the recent statement made by the Chief inspector of schools in England:

“cannot be a panacea” for all social ills and will criticise some parents for neglecting some of the “most basic of parenting tasks”, such as toilet training.”⁷

This is supported by comments from our members about the notable change in terms of children’s ‘readiness’ for school.

However, we note that the change has come about since the UK Government’s introduction of austerity. We would therefore raise concerns about the reduction of services for the early years, such as ‘team around the family’, which our members suggest is having a huge impact on their ability to teach.

We are concerned by another Bevan Foundation’s report which says that Wales will have a less generous free school meals policy than England from 2019⁸. We have particular concerns about eligibility for free school meals – including the use of ‘eFSM’ and not using the ‘Ever 6’, which are set out below.

Pupil Development Grant Eligibility

Whilst many believed that those eligible for free school meals (eFSM) included all of those children and young people whose parents could apply for FSM this is not the case. In reality eFSM is all those who had applied for FSM. Therefore FSM and eFSM are virtually the same.

⁶ <https://41ydvd1cuyvlonsm03mpf21pub-wpengine.netdna-ssl.com/wp-content/uploads/2018/10/SoW-Poverty-Oct-18-final.pdf>

⁷ <https://www.theguardian.com/education/2018/dec/02/schools-parents-ofsted-knife-crime-obesity>

⁸ <https://41ydvd1cuyvlonsm03mpf21pub-wpengine.netdna-ssl.com/wp-content/uploads/2018/11/UC-report-final.pdf>

We are therefore concerned that the allocation of the Pupil Development Grant is not based on those children who are eligible through their circumstances, but eligible through the schools ability to obtain consent for the child to have free school meals.

We believe there should be consistency in how local authorities assess access to FSM – which should use the Ever 6 model, which has been used in England.⁹ This allows for parents to apply for FSM once, which is then counted for 6 years – and allows schools to plan their interventions appropriately.

As the UK Government’s Eligibility says:

“The pupil premium for 2017 to 2018 will include pupils recorded in the January 2017 school census who are known to have been eligible for free school meals (FSM) since May 2011, as well as those first known to be eligible at January 2017.”

We believe that should this be implemented in Wales it could have an impact on schools funding, and help to mitigate some of the negative impacts of austerity, which Wales is experiencing.

If we’re serious about ‘prevention’ and the Wellbeing of Future Generations, school funding is critical.

Mary van den Heuvel
Senior Wales Policy Officer

David Evans
Wales Secretary

⁹ <https://www.gov.uk/government/publications/pupil-premium-conditions-of-grant-2017-to-2018/pupil-premium-conditions-of-grant-2017-to-2018#eligibility>

Cyllido Ysgolion yng Nghymru

Croesawa UCAC y cyfle hwn i ymateb i ymgynghoriad Y Pwyllgor Plant, Pobl Ifanc ac Addysg ar Gyllido Ysgolion yng Nghymru.

Mae UCAC yn undeb sy'n cynrychioli athrawon, arweinwyr ysgol, tiwtoriaid a darlithwyr ym mhob sector addysg ledled Cymru.

1. Cyflwyniad

- 1.1. Mewn perthynas â phrif feysydd yr ymchwiliad, sef (1) digonolrwydd cyllid ysgolion yng Nghymru, a (2) sut y mae cyllidebau ysgolion yn cael eu pennu a'u dyrannu, mae'n bwysig dweud bod y ddau faes yn broblematig ar hyn o bryd.
- 1.2. Mae'n gwbl glir i ni fel undeb nad yw ysgolion (a'r system ysgolion yn ei chyfanrwydd) yn cael eu cyllido'n ddigonol i ddarparu gwasanaeth dibynadwy, o safon uchel sy'n gallu bod yn siŵr o gwrdd ag anghenion pob dysgwr tra'n parchu iechyd ac amodau gwaith staff. Atodwn lythyr sy'n rhestru rhai o'r sgil-ffeithiau.
- 1.3. Mae'r pwysau cyson i wneud arbedion sylweddol iawn yn y tymor byr yn golygu bod penderfyniadau'n cael eu gwneud sy'n gwneud pethau'n anoddach neu'n ddrytach yn y tymor canolig, er enghraifft, diswyddo staff pan mae'n amlwg y bydd angen yr arbenigedd a/neu'r capasiti y flwyddyn ddilynol, gyda'r holl gostau recriwtio sydd ynghlwm â hynny (yn ogystal â'r risg o fethu â recriwtio). Mae hynny'n mynd yn groes i nifer o'r egwyddorion sydd wedi'u hamlinellu gan Gomisiynydd Cenedlaethau'r Dyfodol ar gyfer dulliau cyllido sy'n cyd-fynd â Deddf Llesiant Cenedlaethau'r Dyfodol.
- 1.4. O ran y dulliau o bennu a dyrannu cyllidebau ysgolion, gellid categorio'r problemau i ddau grŵp sef (1) aneglurder/diffyg tryloywder a (2) anghysondeb.
- 1.5. Mae'r diffyg tryloywder yn cychwyn ar lefel gosod cyllideb Llywodraeth Cymru. Mae'r broses hon, a'r ffordd y cyflwynir y wybodaeth yn ei gwneud yn eithriadol o anodd ei dilyn a'i deall. Wrth reswm, proses wleidyddol yw hon yn y bôn, ac mae'n naturiol fod unrhyw lywodraeth am roi gwedd gadarnhaol ar ei phenderfyniadau; fodd bynnag ni ddylai fod mor anodd gwneud cymariaethau rhwng gwariant ar yr un meysydd o un flwyddyn i'r llall.
- 1.6. O ran anghysondeb, mae hyn yn digwydd ar lefel Awdurdodau Lleol unigol. Mae cydbwysedd i'w ganfod rhwng democratiaeth leol a'r hyblygrwydd synhwyrol mae hynny'n ei gynnig ar y naill law, ac anghysondeb anodd ei gyfiawnhau (loteri cod post) ar y llall. Credwn ei fod yn bryd ail-edrych ar y dulliau hyn yn eu cyfanrwydd.
- 1.7. Trown yn awr at rai o gwestiynau penodol y Pwyllgor.

2. Digonolrwydd y ddarpariaeth ar gyfer cyllidebau ysgolion yng nghyd-destun cyllidebau gwasanaethau cyhoeddus eraill a'r adnoddau sydd ar gael

- 2.1. Mae tâl ac amodau gwaith athrawon yn statudol. O fis Medi 2019 ymlaen, yng Nghymru y caiff y penderfyniadau ynghylch tâl ac amodau gwaith athrawon eu gwneud.
- 2.2. Ar hyn o bryd, gwyddom nad yw cyllidebau ysgolion/addysg yn ddigonol i sicrhau:

- gofynion statudol y Ddogfen Tâl ac Amodau Athrawon Ysgol o ran tâl e.e. enghreifftiau o daliadau Cyfrifoldebau Addysgu a Dysgu (CAD/TLR) nad ydynt yn cydymffurfio â'r gofynion cyfreithiol, ac enghreifftiau o Gydylynwyr Anghenion Dysgu Ychwanegol (ADY) nad ydynt yn derbyn lwfans ADY
 - gofynion statudol y Ddogfen Tâl ac Amodau Athrawon Ysgol o ran amodau gwaith, e.e. amser Cynllunio, Paratoi ac Asesu (CPA), amser arweinyddol
 - darpariaeth ar gyfer unrhyw godiad cyflog statudol, nac unrhyw godiad o ran cyfraniadau pensiwn a/neu yswiriant gwladol; hynny yw, caiff yr arian i dalu'r rhain ei gymryd allan o'r gyllideb addysg ehangach
- 2.3. Nodwn y bydd cyfraniadau cyflogwyr i Bensiwn Athrawon yn cynyddu o dros 7% ym mis Medi 2019 (o 16.48% i 23.6%) yn sgil prisiad ('*valuation*') gan y Trysorlys. Mae Llywodraeth San Steffan wedi nodi y byddant yn darparu cyllid i gynorthwyo â'r costau ychwanegol hyn hyd at fis Mawrth 2020 (sef y 6 mis gyntaf), ond (a) nid oes sicrwydd y bydd cyllid ychwanegol ar ôl hynny (b) nid yw'n glir sut bydd y cyllid ychwanegol yn cael ei basio i Gymru ac i Awdurdodau Lleol/ysgolion unigol.
 - 2.4. Ni fu unrhyw gyllid ychwanegol i gynorthwyo ysgolion gyda'r cynnydd o 3.4% yng nghyfraniadau Yswiriant Gwladol yn 2016 (o 10.4% i 13.8%).
 - 2.5. Er y daeth *cyfraniad* gan San Steffan tuag at godiad cyflog athrawon ar gyfer 2018-19, bu angen llobio caled i sicrhau bod cyfraniad cyfatebol yn dod i ysgolion Cymru gan Lywodraeth San Steffan, ac nid yw'n glir eto a yw'r cyllid wedi'i basio ymlaen gan Lywodraeth Cymru i'r Awdurdodau Lleol, na sut a phryd. Yn sicr, bu'n rhaid i rai Awdurdodau Lleol dalu'r cyflog ychwanegol ymlaen llaw, cyn derbyn unrhyw gyfraniad tuag ato, ac mewn Awdurdodau eraill bu'r athrawon eu hunain yn aros am fisoedd cyn derbyn y codiad cyflog fel ôl-daliad. Niwl a chymhlethdod sy'n nodweddu'r prosesau hyn.
 - 2.6. Pwysleisiwn pa mor ddinistriol ac anghyfiawn yw'r tuedd ers sawl blwyddyn bellach o beidio neilltuo cyllid ychwanegol digonol, neu gyllid ychwanegol o gwbl, i dalu am godiad cyflog sy'n statudol. Canlyniad hynny, yn anorfod, yw toriad i'r hyn sydd i'w wario ar weddill y broses o addysgu - ac yn amlach na pheidio mae'n arwain at ddiswyddiadau. Mawr obeithiwn y bydd modd i Lywodraeth Cymru dorri'r arfer ddiegwyddor hon.
 - 2.7. Mae'n bwysig nodi bod toriad o dros 7% wedi bod i'r cyllid ôl-16 y mae ysgolion cymwys yn ei dderbyn ar gyfer dosbarthiadau 6; mae hynny'n gallu achosi pwysau aruthrol ar gyllidebau ehangach ysgolion uwchradd. Mae'n debygol iawn y bydd toriad pellach yng nghyllideb 2019-20.
 - 2.8. Mae Awdurdodau Lleol wedi ceisio ymdopi mewn gwahanol ffyrdd â'r diffyg cyllid. Mae sawl un ohonynt wedi gwneud ymdrechion sylweddol iawn i warchod y gyllideb addysg, sydd wedi golygu gwneud toriadau i wasanaethau eraill a/neu gwneud codiadau sylweddol i dreth y cyngor. Ond hyd yn oed yn yr achosion hyn, ystyr 'gwarchod' yw cyflwyno cyllideb 'niwtral', sef yr un gyllideb â llynedd, sydd gyfystyr â thoriad o tua 2% mewn termau real, ac yn dal i olygu gwneud toriadau a diswyddiadau.
 - 2.9. Adrodda aelodau UCAC fod yna duedd gynyddol i alw ar haelioni rhieni i dalu am bethau sylfaenol megis llyfrau, peniau a gwersi nofio er mwyn ceisio arbed pob ceiniog. Mewn ambell i Awdurdod mae sôn wedi bod ynghylch rhoi'r hawl i ysgolion godi tâl parcio ar staff. Mae'r rhain oll yn arwyddion o sefyllfa 'desperate'.

3. I ba raddau y mae lefel y ddarpariaeth ar gyfer cyllidebau ysgolion yn ategu neu'n rhwystro'r gwaith o gyflawni amcanion polisi Llywodraeth Cymru

- 3.1. Un maes sy'n peri straen sylweddol iawn eisoes ac sy'n debygol o achosi straen pellach yn sgil diwygiadau sydd ar y gweill yw Anghenion Dysgu Ychwanegol (ADY). Mae'r straen ar lefel y gwasanaethau arbenigol o fewn yr Awdurdod Lleol, ond yn ogystal ar lefel staff ysgol ac yn arbennig cymorthyddion a Chydylynwyr ADY. Er bod arian wedi'i neilltuo ar gyfer y broses o drawsnewid o'r system bresennol i'r system newydd dan y Ddeddf Anghenion Dysgu Ychwanegol

a'r Tribiwnlys Addysg (2018), nid oes cynnydd yn y gyllideb tu hwnt i'r cyfnod pontio er bod niferoedd y dysgwyr sydd angen cymorth, a chymhlethdod yr anghenion, yn cynyddu.

- 3.2. Mae newidiadau pellgyrhaeddol eraill ar y gweill, fel y cwricwlwm newydd (a'r anghenion hyfforddi anferthol ddaw yn sgil hynny). Er bod rhywfaint o arian ychwanegol wedi'i neilltuo, mae angen i hynny gael ei wneud mewn ffordd wedi'i gynllunio'n ofalus o ran amseru a'r lefelau o gyllid mewn perthynas â'r anghenion. Nid yw talpiau o arian dirybudd i'w gwario cyn diwedd y flwyddyn ariannol yn ddelfrydol o bell ffordd.

4. Y berthynas, cydbwysedd a thryloywder rhwng ffynonellau cyllid amrywiol ysgolion, gan gynnwys cyllidebau craidd a chyllid neilltuedig

4.1. Mae yna nifer o gwestiynau'n codi yma:

- i. **Faint o gyllid ysgolion sy'n gyllideb graidd, i'w wario yn ôl yr angen, ac faint sydd wedi'i glustnodi at bwrpasau penodol cyn cyrraedd yr ysgol?** Yn gyffredinol, mae sicrhau bod cyllid craidd ysgolion yn realistig ac yn ddigonol ar gyfer eu hanghenion yn greiddiol i ffyniant y system addysg. Fel arall, mae perygl y caiff arian sydd i fod wedi'i neilltuo at bwrpasau penodol ei ddargyfeirio at ddibenion craidd (e.e. cyflogi/osgoi diswyddo staff) gan leihau ei effeithiolrwydd fel 'ymyriadau ychwanegol'. Mae'n berffaith bosib y byddai nodau'r cyllid wedi'i glustnodi yn cael eu diwallu'n well trwy gyllid craidd ta beth.
- ii. **O'r uchod, faint sy'n cael ei ddirprwyo (gan Awdurdodau Lleol)/rhoi'n uniongyrchol (gan Lywodraeth Cymru) i ysgolion, ac faint sy'n cael ei gadw a'i wario ar lefel arall o'r system?** Byddai'n fuddiol cynnal ymchwil i 'sybsidiaredd' o ran cyllid ysgolion; hynny yw, ar ba lefel o'r system y mae hi fwyaf effeithiol i gadw a dyrannu cyllid at wahanol ddibenion. Teimlwn fod gormod o bwyslais wedi bod ar ddirprwyo gymaint â phosib yn uniongyrchol i ysgolion, pan, mewn gwirionedd, mae darbodion maint (e.e. cludiant) a/neu lefelau o angen sy'n amrywio'n sylweddol iawn o flwyddyn i flwyddyn (e.e. ADY, atgyweirio adeiladau) yn golygu y byddai cronfa ar lefel Awdurdod Lleol yn llawer mwy hyblyg ac effeithiol.
- iii. **Faint o'r arian sy'n cael ei ddirprwyo/rhoi'n uniongyrchol i ysgolion sy'n cael ei ddefnyddio i brynu gwasanaethau yn ôl gan ffynhonnell y gyllideb (Awdurdod Lleol neu Gonsortium Rhanbarthol), er enghraifft ar ffurf cytundebau lefel-gwasanaeth?** Mae hynny ynghlwm â phwynt (ii) uchod, ond mae'n ymwneud yn ogystal â gwasanaethau megis Adnoddau Dynol, Iechyd a Diogelwch, TGCh ac ati. A yw'r dulliau hyn yn esgor ar fiwrocratiaeth ddiangen a chyllid yn troelli (hynny yw, dirprwyo'r cyllid, llunio cytundebau, talu'r arian yn ôl), pan ellid cadw'r arian yn ôl o'r cychwyn a darparu'r gwasanaeth i bob ysgol fel ei gilydd; neu a yw'n bwysig ac yn werthfawr o ran rhyddid ysgolion i benderfynu sut maent yn rheoli eu cyllid?

4.2. Dros y blynyddoedd diwethaf, mae symudiad bwriadol i grynhoi grantiau unigol, â thelerau unigol, mewn i un grant unedig sef y Grant Gwella Addysg (EIG). Bwriad hynny oedd lleihau ar fiwrocratiaeth o ran ymgeisio am gyllid, ac hefyd rhoi mwy o hyblygrwydd i ysgolion o ran eu penderfyniadau gwariant.

4.3. Fodd bynnag, mae'n glir iawn, wrth ddileu'r grantiau unigol a'u cyfuno i un grant y bu lleihad sylweddol *iawn* yn y symiau oedd yn cyrraedd ysgolion, hynny yw, roedd y cyfanswm yn sylweddol llai na swm y grantiau unigol blaenorol. Ond yn sgil yr uno, nid oedd yn glir beth oedd wrth wraidd y lleihad, ac anodd oedd osgoi'r casgliad bod yma ymgais bwriadol i'w guddio.

4.4. Yn fwy diweddar, rydym fel petai wedi gweld cynnydd yn nifer y grantiau at bwrpasau penodol. Mae'r Grant Datblygu Disgyblion yn un o'r rheiny, ond mae nifer ohonynt yn grantiau dros dro neu'n rhan o gynlluniau peilot e.e. lleihau maint dosbarthiadau babanod, cefnogi ysgolion gwledig, atgyweirio ysgolion, recriwtio rheolwyr busnes, recriwtio athrawon newydd gymhwyso fel athrawon cyflenwi mewn clystyrau o ysgolion. Mae'r rhain oll yn glodwiw; mae'r dibenion yn werthfawr, ac mae'r parodrwydd i arbrofi a pheilotu trefniadau amgen i'w groesawu.

- 4.5. Wedi dweud hynny, mae anfanteision i'r dulliau hyn. Maint yn cynyddu biwrocratiaeth unwaith eto - naill ai ar gyfer ysgolion unigol neu ar gyfer Awdurdodau Lleol - a hynny'n aml ar fyr rybudd (e.e. cais i'w lunio, a'r arian i'w wario cyn diwedd y flwyddyn ariannol). Gall y cyllid hwn fod yn fyrhoedlog, felly er gwaetha sgil-ffeithiau cadarnhaol (e.e. rheolwyr busnes, athrawon cyflenwi), ni chynigir arian i barhau â'r trefniant, ac mae'n rhaid i ysgolion ddod o hyd i'r cyllid ychwanegol, neu roi'r gorau i'r hyn sydd wedi'i ganfod yn fuddiol, er mawr rwystredigaeth.
- 4.6. Mae amheuaeth gref bod yr arian 'mymrwyl'/penodol/arbrofol hyn ar gael ar draul cyllidebau craidd. Yn y sefyllfa sydd ohoni, mae ysgolion ac Awdurdodau Lleol yn croesawu unrhyw beth sy'n edrych fel cyllid ychwanegol. Fodd bynnag, cymaint yn well i bawb fyddai sianelu'r cyllid hynny o'r cychwyn i gyllidebau craidd a rhoi'r hyblygrwydd i ysgolion ei wario ar sail dadansoddiad o anghenion yr ysgol, a hynny mewn ffordd wedi'i chynllunio'n strategol.

5. Goruchwyliaeth Llywodraeth Cymru ynghylch sut y mae awdurdodau lleol yn pennu cyllidebau ysgolion unigol, gan gynnwys, er enghraifft, y pwysoliad a roddir i ffactorau megis proffil oedran y disgyblion, amddifadedd, iaith y ddarpariaeth, nifer y disgyblion ag Anghenion Dysgu Ychwanegol a darpariaeth cyn oedran gorfodol

- 5.1. Mae cytundeb cyffredinol ynghylch y flaenoriaeth genedlaethol o leihau'r bwlc cyrhaeddiad ar sail amddifadedd. Fodd bynnag, teimla rhai bod gormod o wahanol linellau/ffynonellau cyllid yn defnyddio Prydau Ysgol am Ddim fel rhan o'r fformiwla - a hynny'n fesur cymharol amrwd, ansoffistigedig. Mae hynny'n wir am gyllid fformiwla yn ogystal â chyllid grant.
- 5.2. Mae'r defnydd 'llyuosog' o Brydau Ysgol am Ddim yn gallu gadael rhai ysgolion yn methu darparu gwasanaethau cymharol sylfaenol y byddent yn dymuno'i wneud (e.e. swyddogion lles, cefnogaeth iechyd meddwl) – er bod lefelau uchel o amddifadedd ond fymryn yn is na'r trothwy ar gyfer Prydau Ysgol am Ddim.
- 5.3. Rhaid gochel rhag tansellio cyllid craidd i bob ysgol a phob disgybl wrth geisio targedu grwpiau penodol. Mae angen cydbwysedd.

6. Materion eraill

- 6.1. **Trethi:** mae aelodau UCAC sy'n benaethiaid mewn rhai ardaloedd yn adrodd bod yn rhaid iddynt dalu trethi o'u cyllidebau; mi all hyn fod yn ddegau o filoedd o bunnau'r flwyddyn, ac yn gyfystyr ag un neu fwy o staff. Awgrymwn fod angen ymchwil pellach i'r sefyllfa.
- 6.2. **Ardoll Brentisiaethau:** yn eironig, mae ysgolion ac awdurdodau lleol yn talu'r pris am yr ardoll brentisiaethau. Mewn gwirionedd, Awdurdodau Lleol yw'r 'cyflogwyr' sy'n ddarostyngedig i'r ardoll, ond oherwydd mai Awdurdodau Lleol yw cyflogwyr staff ysgolion, mae hyn yn cynyddu lefel yr ardoll yn sylweddol iawn am ei fod wedi'i seilio ar niferoedd cyflogeion. Dylid nodi mai prin iawn (os o gwbl) yw cyfleoedd ysgolion i gyflogi prentisiaid, felly nid oes modd iddynt elwa o'r 'buddsoddiad'.
- 6.3. Mae rhai Awdurdodau Lleol'n talu'r ardoll o gyllid canolog; mae eraill yn tynnu'r gyfran berthnasol o'r gyllideb ysgol ddirprwyedig, ac eraill yn ei dynnu o gyllidebau ysgolion unigol. Mae UCAC wedi gwneud ymchwil i'r mater (Cais Rhyddid Gwybodaeth), ac mae'r ffigyrau'n wirioneddol frawychus. Gan amlaf, mae'r swm sy'n cael ei briodoli i addysg rhwng traean a hanner yr ardoll gyfan ar gyfer yr Awdurdod. Dyma rai enghreifftiau o'r flwyddyn ariannol 2017-18:

Ardoll Brentisiaethau 2017-18			
Awdurdod Lleol (ALI)	Cyfanswm yr ALI	Cyfanswm Addysg	Rhai ysgolion unigol
Abertawe	£1,215,775	£399,983 (33%)	£17,729 £16,823
Caerdydd	£1,392,197	£667,537 (48%)	£29,763 £26,334 £24,392

Caerffili	£882,319	£375,093 (42.5%)	£24,061 £17,848
Castell Nedd Port Talbot	£643,734	£277,692 (43%)	£24,479 £20,700
Sir Gâr	£920,000	£403,724 (44%)	£26,886 £24,918 £21,842

Mae gennym ffigyrau llawn, petai hynny o ddiddordeb i'r Pwyllgor.

- 6.4. Mae UCAC yn galw ar Awdurdodau Lleol i dalu'r Ardoll Brentisiaethau o gronfeydd canolog, ac i ymrwmo i beidio codi'r symiau ar ysgolion unigol nac o'r gyllideb addysg. Ymhellach, rydym yn galw ar Lywodraeth San Steffan i ail-edrych ar yr Ardoll Prentisiaethau yn ei chyfanrwydd, gan ystyried sut mae'n effeithio ar gyflogwyr yng Nghymru, a faint y mae cyflogwyr yng Nghymru'n elwa o'r gronfa ganolog mewn perthynas â'r hyn maent yn ei gyfrannu, ac yn enwedig felly, ysgolion.
- 6.5. **Consortia rhanbarthol:** mae gofyniad ar Awdurdodau Lleol i gyfrannu'n helaeth iawn i gyllidebau'r consortia rhanbarthol. Mae arweinwyr ysgol yn aml yn gofyn a ydynt yn cael gwerth eu harian gan y consortia mewn perthynas â lefel y buddsoddiad ac effaith hynny ar eu cyllidebau craidd. Yn sicr, mi fyddai'n fuddiol petai mwy o dryloywder ynghylch ariannu'r consortia (y ffynonellau, y symiau, a'r gwariant e.e. costau canolog mewn perthynas â gwariant ar wasanaethau).
- 6.6. **Hyfforddiant ariannol i arweinwyr ysgol:** mae disgwyl i arweinwyr ysgol ymgymryd â thasgau cyllidebol cymhleth, a symiau sylweddol iawn o arian cyhoeddus. Mae'n angenrheidiol iddynt dderbyn hyfforddiant yn y maes – nid oes modd disgwyl iddynt drawsnewid o fod yn athrawon dosbarth, neu hyd yn oed arweinwyr canol, i fod yn arweinwyr ysgol a bod y sgiliau arbenigol hyn yn 'ymddangos' dros nos.
- 6.7. **Amserlenni cyllidebol:** Mae gallu ysgolion i gynllunio ar gyfer y blynyddoedd i ddod wedi'i lyffetheirio'n sylweddol gan y ffaith fod gwybodaeth am eu cyllideb yn dod mor hwyr yn y dydd cyn gorfod dechrau ei gweithredu – ac mewn nifer o achosion hyd yn oed *ar ôl* gorfod dechrau gweithredu. Gwyddom fod anawsterau o ran amserlen yn sgil yr angen i aros yn gyntaf am gyllideb San Steffan, wedyn cyllideb Llywodraeth Cymru, wedyn cyllidebau Awdurdodau Lleol cyn bod modd pennu cyllidebau ysgolion. Mae dyfarnu/cyfrifo grantiau penodol yn gallu achosi mwy o oedi eto.
- 6.8. I waethgu'r sefyllfa ymhellach, mae dyfarniadau ynghylch codiadau cyflog athrawon yn dod yn ystod y flwyddyn ariannol. Un o sgil-ffeithiau'r holl ansicrwydd hyn yw bod staff ysgolion yn cael eu rhybuddio (yn flynyddol erbyn hyn mewn llawer o achosion) am y posibilrwydd o ddiswyddiadau, gyda'r holl bryder ac ansefydlogrwydd mae hynny'n ei achosi – heb fod hynny ar sail gwybodaeth gyllidebol gadarn.
- 6.9. Yn ogystal, flwyddyn ar y tro y dyfernir cyllidebau ysgolion. Mae wir angen rhagamcanion (o leiaf) dros gyfnod hirach, er enghraifft tair blynedd er mwyn gallu cynllunio'n fwy strategol a dod o hyd i ddatrysiadau graddol dros gyfnod o amser. Gwerthfawrogwn fod y Grant Datblygu Disgyblion wedi'i warantu tan ddiwedd tymor y Cynulliad; mae hynny'n cynnig *rhywfaint* o sefydlogrwydd.

Atodiad 1: Llythyr 'Argyfwng Ariannu Ysgolion' (Mawrth 2018)

Atodiad 2: Ymateb UCAC i 'Gynigion Cyllideb Ddrafft Llywodraeth Cymru 2019-20' (Medi 2018)

Mawrth 2018

Parthed: Argyfwng Ariannu Ysgolion

Annwyl **Arweinwydd Cyngor, Deilydd Portffolio Addysg, Prif Weithredwr, Cyfarwyddwr Addysg,**

Ysgrifennaf atoch i fynegi pryder dybryd UCAC ynghylch cyllidebau ysgolion ar gyfer y flwyddyn ariannol 2018-19. Mae'r undebau ar y cyd wedi cyfarfod gyda Chymdeithas Llywodraeth Leol Cymru (WLGA) i drafod ein pryderon a bydd cyfarfodydd yn parhau yn ystod y flwyddyn. Byddwn, hefyd, yn cwrdd â Chymdeithas Cyfarwyddwyr Addysg Cymru (ADEW) ar ddiwedd mis Ebrill ond credwn fod angen dwyn pryderon UCAC i'ch sylw cyn hynny.

Rydym yn ymwybodol o'r sefyllfa gyllidol heriol dros ben sy'n wynebu Awdurdodau Lleol ac yn awyddus i dynnu'ch sylw at sut mae'r problemau ariannol yn effeithio ein haelodau a'u disgyblion.

Mae ysgolion y sir yn wynebu sefyllfa ble nad oes modd osgoi gwneud toriadau sylweddol er mwyn ymdopi â'r diffyg ariannol. Golyga hynny doriadau i lefelau staffio, adnoddau, dysgu proffesiynol a bron â bod pob agwedd o weithgaredd yr ysgolion.

Dyma rai enghreifftiau o'r hyn sy'n digwydd eisoes o ganlyniad i'r sefyllfa ariannol, ac mi fyddwn yn siŵr o weld y sefyllfa'n gwaethygu dros y misoedd nesaf:

- **Maint dosbarthiadau'n cynyddu:** golyga hyn lai o sylw unigol i'r dysgwyr; cynnydd mewn llwyth gwaith i staff, yn enwedig marcio ac asesu; gall arwain at straen a salwch tymor hir ac athrawon yn gadael y proffesiwn
- **Dibyniaeth gynyddol ar staff cynorthwyol** yn hytrach nag athrawon cymwysedig: cymarebau staff:plant yn gwaethygu; cyflogau staff cynorthwyol yn cael eu cyllido drwy arian grant tymor byr; o ganlyniad mae'n gynyddol heriol i roi'r sylw dyledus i bob plentyn; mae llwyth gwaith trwm iawn a lefel annerbyniol o gyfrifoldeb a straen ar gynorthwyr
- **Dibyniaeth gynyddol ar benaethiaid mewn ysgolion bach:** mae penaeithiaid, sydd yn aml ag amserlen dysgu eu hunain, yn gwneud oriau dysgu ychwanegol er mwyn sicrhau bod staff yn cael amser Cynllunio, Paratoi ac Asesu (CPA) statudol; nid ydynt yn derbyn amser rheolaethol digonol; maent yn ymgymryd â rôl y Cydlynnydd Anghenion Dysgu Ychwanegol; gall hyn oll arwain at broblemau recriwtio a chadw i swyddi arweinwyr ysgol a sefyllfaoedd o straen a salwch tymor hir
- **Effeithiau negyddol ar y cwricwlwm, yn benodol:**
 - **Ileihad yn nifer yr oriau cyswllt i bynciau cwricwlaidd**
 - **athrawon yn gorfod dysgu ystod ehangach o bynciau:** pan fydd athrawon yn dysgu tu hwnt i'w harbenigedd, byddant wrth reswm yn dysgu llai o oriau o fewn eu harbenigedd; gall hyn effeithio'n negyddol ar safonau a'r gallu i ysbrydoli disgyblion; heb os, mae'n gallu achosi straen
 - **pynciau'n diflannu'n llwyr o'r cwricwlwm** (Cerddoriaeth, Drama; leithoedd Tramor Modern; pynciau galwedigaethol ac ati) am nad oes modd cyflogi athrawon â'r ystod o arbenigedd sydd ei angen, ac am nad oes modd cyfiawnhau rhedeg cwrs gyda nifer cymharol fach o ddisgyblion mwyach; gall ddigwydd i ddechrau gyda Safon Uwch, ond mae hynny yn ei dro yn effeithio ar opsiynau TGAU, ac wedyn ar Gyfnod Allweddol 3; effaith hyn yw cyfyngu ar opsiynau disgyblion o ran astudiaethau pellach a gyrfaol, a cholli arbenigedd o'r staff; mae Llwybrau Dysgu 14-19 yn dadfeilio am nad oes cyllid bellach
- **Cystadleuaeth ddiangen a niweidiol am ddisgyblion ôl-16** oherwydd eu gwerth ariannol, gydag ysgolion a cholegau addysg bellach yn cystadlu amdanynt

- **Effeithiau negyddol ar amodau gwaith:** defnydd amhriodol o amser CPA; defnydd amhriodol o athrawon yr ysgol i gyflenwi yn lle cyd-weithwyr; ysgolion yn ailstrwythuro lwfansau cyfrifoldeb er mwyn arbed arian er nad oes llai o angen y cyfrifoldeb o fewn yr ysgol - toriad cyflog, felly i'r athrawon hynny; llawer o staff yn cytuno i leihau oriau er mwyn osgoi diswyddiadau yn yr ysgol; petai'r staff hyn yn cael eu diswyddo yn y dyfodol, byddai'r tâl diswyddo yn seiliedig ar y cyflog rhan amser
- **Prinder cyllid i gynnal a chadw adeiladau ysgolion:** gall hyn olygu fod ysgolion yn llefydd llai dymunol, llai addas, fwy heriol a hyd yn oed mwy peryglus i weithio ynddynt; mi all effeithio ar safonau addysgol

Yn naturiol, mae'r bygythiad parhaol i swyddi yn creu awyrgylch o ofn a digalondid ac mae'r tanseilio o ran amodau gwaith yn achosi straen a salwch. Mae UCAC yn gwrthwynebu'n llwyr unrhyw ddiswyddiadau gorfodol, ac yn eich atgoffa bod amodau gwaith athrawon yn statudol.

Yr eironi pennaf yw bod hyn oll yn mynd yn uniongyrchol yn erbyn uchelgais Llywodraeth Cymru o ran symud tuag at Gwricwlwm i Gymru erbyn 2022, cwricwlwm a fydd yn eang, hyblyg a rhyngddisgyblaethol. Heb sôn am awydd y Llywodraeth i hyrwyddo leithoedd Tramor Modern a phynciau STEM, i roi cefnogaeth i'n disgyblion mwyaf bregus, i drawsnewid y system Anghenion Dysgu Ychwanegol ac i gyrraedd Miliwn o Siaradwyr Cymraeg. Mae'r toriadau eisoes wedi effeithio ar weithgareddau anstatudol, megis gwersi offerynnol, ond nawr maent yn bygwth gofynion statudol.

Deallwn fod y sefyllfa hon yn deillio o'r setliad ariannol mae Awdurdodau Lleol wedi'i dderbyn gan Lywodraeth Cymru, a bod setliad Llywodraeth Cymru yn ei dro yn deillio o'r setliad gan Lywodraeth San Steffan. Mae'r lleihad mewn arian yn cael effaith ledled Cymru. Credwn fod ysgolion Cymru, sydd wedi wynebu sefyllfa ariannol heriol ers nifer o flynyddoedd, yn barod wedi gwneud arbedion lle mae'n bosib gwneud. Mae'r arweinwyr a staff yr ysgolion wedi gwneud y gorau o sefyllfa anodd dros ben er mwyn diogelu addysg a lles disgyblion.

Erbyn hyn, teimlwn fod y sefyllfa wedi cyrraedd pwynt ble bydd yr effaith ar y proffesiwn a'r disgyblion fel ei gilydd mor niweidiol bod rhaid ystyried y sefyllfa'n argyfwng. Mae'n rhaid i ni fel undeb godi llais yn erbyn y toriadau hyn a chyd-weithio i leihau'r effaith andwyol ar ein hysgolion.

Galwn am drafodaethau ar y cyd rhwng yr Awdurdod Lleol, yr undebau perthnasol, rhieni a disgyblion i weld sut allwn ni gydweithio i ddiogelu addysg o fewn y sir yn ystod y cyfnod echrydus hwn, a sut allwn ni bwyso – ar y cyd – ar Lywodraeth Cymru i leddfu'r sefyllfa yn y tymor byr, a sicrhau setliadau ariannol gwell yn y dyfodol.

Yn gywir,

Elaine Edwards.

Elaine Edwards
Ysgrifennydd Cyffredinol

cc

Aelodau Cynulliad perthnasol

Ddrafft Llywodraeth Cymru 2019-20

Medi 2018

Cynigion Cyllideb Ddrafft Llywodraeth Cymru 2019-20

Croesawa UCAC y cyfle hwn i ymateb i ymgynghoriad Y Pwyllgor Cyllid ar Gynigion Cyllideb Ddrafft Llywodraeth Cymru ar gyfer 2019-20.

Mae UCAC yn undeb sy'n cynrychioli athrawon, arweinwyr ysgol, tiwtoriaid a darlithwyr ym mhob sector addysg ledled Cymru.

1. Beth, yn eich barn chi, fu effaith cyllideb 2018-19 Llywodraeth Cymru

Mae cyllideb 2018-19 wedi cael effaith andwyol ar gyllidebau ysgolion. Mae'r setliad ar gyfer Awdurdodau Lleol, a'r arbedion enfawr y maent wedi gorfod eu gwneud, yn golygu bod problemau ariannol difrifol yn effeithio ar ein haelodau a'u disgyblion. Mae rhai Awdurdodau wedi llwyddo i 'amddiffyn' eu cyllidebau addysg (yn bennaf drwy doriadau llymach i wasanaethau eraill), ond mae hynny wedi golygu cyllideb 'niwtral', sef yr un swm a'r flwyddyn flaenorol, sydd yn cyfateb, mewn gwirionedd, â thoriad gan gymryd chwyddiant i ystyriaeth. Mae eraill wedi codi treth y cyngor er mwyn lliniaru rhywfaint ar y toriadau i gyllidebau'n gyffredinol, a chyllidebau addysg yn benodol.

Mae ysgolion yn wynebu sefyllfa ble nad oes modd osgoi gwneud toriadau sylweddol er mwyn ymdopi â'r diffyg ariannol. Golyga hynny doriadau i lefelau staffio, adnoddau, dysgu proffesiynol a bron â bod pob agwedd o weithgaredd yr ysgolion.

Dyma rai enghreifftiau o'r hyn sy'n digwydd eisoes o ganlyniad i'r sefyllfa ariannol:

- **Maint dosbarthiadau'n cynyddu:** golyga hyn lai o sylw unigol i'r dysgwyr; cynnydd mewn llwyth gwaith i staff, yn enwedig marcio ac asesu; gall arwain at straen a salwch tymor hir ac athrawon yn gadael y proffesiwn
- **Dibyniaeth gynyddol ar staff cynorthwyol** yn hytrach nag athrawon cymwysedig: cymarebau staff:plant yn gwaethgu gan gynnwys yn y Cyfnod Sylfaen; cyflogau staff cynorthwyol yn cael eu cyllido drwy arian grant tymor byr; o ganlyniad mae'n gynyddol heriol i roi'r sylw dyledus i bob plentyn; mae llwyth gwaith trwm iawn a lefel annerbyniol o gyfrifoldeb a straen ar gynorthwywyr
- **Dibyniaeth gynyddol ar benaethiaid mewn ysgolion bach:** mae penaethiaid, sydd yn aml ag amserlen dysgu eu hunain, yn gwneud oriau dysgu ychwanegol er mwyn sicrhau bod staff yn cael amser Cynllunio, Paratoi ac Asesu (CPA) statudol; mae nifer fawr o achosion, mae ganddynt ofal am fwy nag un ysgol, heb fod yr ysgolion hynny wedi'u ffedereiddio sy'n golygu cyfrifoldebau ac ymrwymadau dwbl a thriphlyg (i lywodraethwyr, i Estyn ac ati); nid ydynt yn derbyn amser rheolaethol digonol; maent yn aml ymgymryd â rôl y Cydlynnydd Anghenion Dysgu Ychwanegol; gall hyn oll arwain at broblemau recriwtio a chadw i swyddi arweinwyr ysgol a sefyllfaoedd o straen a salwch tymor hir
- **Effeithiau negyddol ar y cwricwlwm, yn benodol:**
 - **Ileihad yn nifer yr oriau cyswllt i bynciau cwricwlaidd**
 - **athrawon yn gorfod dysgu ystod ehangach o bynciau:** pan fydd athrawon yn dysgu tu hwnt i'w harbenigedd, byddant wrth reswm yn dysgu llai o oriau o fewn eu harbenigedd; gall hyn effeithio'n negyddol ar safonau a'r gallu i ysbrydoli disgyblion; heb os, mae'n gallu achosi straen
 - **pynciau'n diflannu'n llwyr o'r cwricwlwm** (Cerddoriaeth, Drama; leithoedd Tramor Modern; pynciau galwedigaethol ac ati) am nad oes modd cyflogi athrawon â'r ystod o arbenigedd sydd ei angen, ac am nad oes modd cyfiawnhau rhedeg cwrs gyda nifer cymharol fach o ddisgyblion

mwyach; gall ddigwydd i ddechrau gyda Safon Uwch, ond mae hynny yn ei dro yn effeithio ar opsiynau TGAU, ac wedyn ar Gyfnod Allweddol 3; effaith hyn yw cyfyngu ar opsiynau disgyblion o ran astudiaethau pellach a gyrfaol, a cholli arbenigedd o'r staff; mae Llwybrau Dysgu 14-19 yn dadfeilio am nad oes cyllid mwyach

- **Cystadleuaeth ddiangen a niweidiol am ddisgyblion ôl-16** oherwydd eu gwerth ariannol, gydag ysgolion a cholegau addysg bellach yn cystadlu amdanynt. Mae cludiant yn un o brif feysydd y frwydr, gyda llai a llai o Awdurdodau'n gallu fforddio ariannu cludiant ôl-16 i ddosbarthiadau chwech ysgolion, a cholegau'n cynnig cludiant am ddim neu wedi'i sybsideiddio'n helaeth iawn. Mae bygythiad i gynaliadwyedd dosbarthiadau chwech mewn ysgolion yn gyffredinol yn sgil y toriadau hegar i ariannu ôl-16 (toriad o 7%), ac mae'r bygythiad yn fwy difrifol byth o safbwynt yr effaith ar ddilyniant ieithyddol am mai dosbarthiadau chwech mewn ysgolion cyfrwng Cymraeg yw'r unig gyfle am ddarpariaeth sy'n trochi disgyblion o ran cyfrwng y cyrsiau ac ethos ieithyddol y sefydliad.
- **Effeithiau negyddol ar amodau gwaith:** defnydd amhriodol o amser Cynllunio, Paratoi ac Asesu; defnydd amhriodol o athrawon yr ysgol i gyflenwi yn lle cyd-weithwyr; ysgolion yn ailstrwythuro lwfansau cyfrifoldeb er mwyn arbed arian er nad oes llai o angen y cyfrifoldeb o fewn yr ysgol - toriad cyflog, felly i'r athrawon hynny; llawer o staff yn cytuno i leihau oriau er mwyn osgoi diswyddiadau yn yr ysgol; petai'r staff hyn yn cael eu diswyddo yn y dyfodol, byddai'r tâl diswyddo yn seiliedig ar y cyflog rhan amser
- **Prinder cyllid i gynnal a chadw adeiladau ysgolion:** gall hyn olygu fod ysgolion yn llefydd llai dymunol, llai addas, fwy heriol a hyd yn oed mwy peryglus i weithio ynddynt; mi all effeithio ar safonau addysgol

Yn naturiol, mae'r bygythiad parhaol i swyddi yn creu awyrgylch o ofn a digalondid ac mae'r tansellio o ran amodau gwaith yn achosi straen a salwch.

Mae ysgolion Cymru, sydd wedi wynebu sefyllfa ariannol heriol ers nifer o flynyddoedd, eisoes wedi gwneud arbedion lle mae'n bosib gwneud. Mae'r arweinwyr a staff yr ysgolion wedi gwneud y gorau o sefyllfa anodd dros ben er mwyn diogelu addysg a lles disgyblion.

Mae costau ysgolion yn cynyddu'n flynyddol - mae unrhyw **godiad cyflog i staff** (statudol yn achos athrawon) wedi gorfod dod o goffrau ysgolion yn ystod y blynyddoedd diwethaf am nad ydynt wedi cael eu hariannu. Ymhellach, mae sgil-ffeithiau ar gyfraniadau pensiwn i unrhyw godiad cyflog. Mae hynny wedi golygu toriad *de facto* i gyllidebau ysgolion. Mae'r sefyllfa sy'n wynebu ysgolion ar gyfer 2018-19 yn argyfyngus gan fod Llywodraeth San Steffan wedi dod o hyd i arian i dalu am ganran o'r codiad cyflog statudol i athrawon yn Lloegr, ond wedi osgoi neilltuo arian cyfatebol i Gymru dan y fformiwla Barnett (am fod yr arian, mae'n ymddangos, yn dod o goffrau'r Adran Addysg yn hytrach nag o'r Trysorlys).

Yn ogystal, mae ymchwil UCAC wedi dangos bod gofyn i ysgolion unigol gyfrannu at **yr Ardoll Prentisiaethau** mewn nifer o Awdurdodau Lleol. Mae enghreifftiau ledled Cymru o ysgolion unigol yn gorfod cyfrannu dros £20,000 yn y flwyddyn ariannol 2017-18.

Yr eironi pennaf yw bod hyn oll yn mynd yn uniongyrchol yn erbyn uchelgais Llywodraeth Cymru o ran symud tuag at Gwricwlwm i Gymru erbyn 2022, cwricwlwm a fydd yn eang, hyblyg a rhyngddisgyblaethol. Heb sôn am awydd y Llywodraeth i hyrwyddo leithoedd Tramor Modern a phynciau STEM, i roi cefnogaeth i'n disgyblion mwyaf bregus, a'r rhai mwyaf 'abl a thalentog', i drawsnewid y system Anghenion Dysgu Ychwanegol ac i gyrraedd Miliwn o Siaradwyr Cymraeg. Mae'r toriadau eisoes wedi effeithio ar weithgareddau anstatudol, megis chwaraeon a gwersi offerynnol, ond nawr maent yn bygwth gofynion statudol.

Erbyn hyn, teimlwn fod y sefyllfa wedi cyrraedd pwynt ble bydd yr effaith ar y proffesiwn a'r disgyblion fel ei gilydd mor niweidiol bod rhaid ystyried y sefyllfa'n argyfwng.

2. Pa ddisgwyliadau sydd gennych o gynigion cyllideb ddrafft 2019-20? Pa mor barod yn ariannol yw'ch sefydliad ar gyfer blwyddyn ariannol 2019-20, a pha mor gadarn yw'ch gallu i gynllunio ar gyfer blynyddoedd i ddod?

Mae ysgolion eisoes wedi cael eu rhybuddio i ddisgwyl toriadau pellach i'w cyllidebau dros y tair blynedd ariannol nesaf, o +/-1% y flwyddyn. Os felly, mi fydd yr heriau o ran darparu addysg o safon dderbyniol (heb sôn am weithredu'r diwygiadau uchelgeisiol a restrir uchod) yn anferth.

Mae gallu ysgolion i gynllunio ar gyfer y blynyddoedd i ddod wedi'i lyffetheirio'n sylweddol gan y ffaith fod gwybodaeth am eu cyllideb yn dod mor hwyr yn y dydd cyn gorfod dechrau ei gweithredu – ac mewn nifer o achosion hyd yn oed *ar ôl* gorfod dechrau gweithredu. I waethygu'r sefyllfa ymhellach, mae dyfarniadau ynghylch codiadau cyflog athrawon yn dod yn ystod y flwyddyn ariannol. Un o sgil-ffeithiau'r holl ansicrwydd hyn yw bod staff ysgolion yn cael eu rhybuddio (yn flynyddol erbyn hyn mewn llawer o achosion) am y posibilrwydd o ddiswyddiadau, gyda'r holl bryder ac ansefydlogrwydd mae hynny'n ei achosi – heb fod hynny ar sail gwybodaeth gyllidebol gadarn.

Gwyddom fod anawsterau o ran amserlen yn sgil yr angen i aros yn gyntaf am gyllideb San Steffan, wedyn cyllideb Llywodraeth Cymru, wedyn cyllidebau Awdurdodau Lleol cyn bod modd pennu cyllidebau ysgolion. Fodd bynnag, teimlwn fod rhaid bod yna ffordd well a fwy synhwyrol ymlaen. Pwyswn am ystyriaeth i'r mater hwn er mwyn gallu rhoi sicrwydd ariannol, a'r gallu i gynllunio'n strategol dros, dyweder tair blynedd. Gwerthfawrogn fod y Grant Datblygu Disgyblion wedi'i warantu tan ddiwedd tymor y Cynulliad; mae hynny'n cynnig *rhywfaint* o sefydlogrwydd.

Galwa UCAC am gyllid digonol i:

- amddiffyn ac ehangu, ble'n briodol, lefelau staffio er mwyn:
 - cyflawni gofynion y cwricwlwm
 - cydymffurfio â gofynion statudol ynghylch maint dosbarthiadau
 - amddiffyn cymarebau staffio'r Cyfnod Sylfaen
 - diogelu staff rhag llwyth gwaith niweidiol
- gyflawni gofynion cyflogaeth statudol e.e. amser Cynllunio, Paratoi ac Asesu (CPA), amser rheolaethol
- sicrhau bod capasiti o fewn y system i ymdopi â'r diwygiadau niferus a sylweddol sydd ar y ffordd (yn arbennig felly y cwricwlwm, trefniadau asesu, a'r drefn Anghenion Dysgu Ychwanegol newydd), gan gymryd i ystyriaeth rôl y proffesiwn wrth lunio'r diwygiadau (yr angen i'w rhyddhau o'u gwaith dysgu i wneud hynny, a chyflenwi yn eu lle) a'r angen am amser digonol ar gyfer hyfforddiant
- sicrhau fod cysondeb ar draws Cymru o ran cludiant ôl-16, nad yw'n gwahaniaethu yn erbyn unrhyw gategori o ddarparwr, ac sy'n amddiffyn addysg ôl-16 cyfrwng Cymraeg

Er bod y consortia rhanbarthol erbyn hyn yn ymgymryd ag ystod eang o dasgau, ac er bod yna fanteision i ddarbodion maint (*economies of scale*) drwy gyd-grynhoi cyllid ar lefel uwch, mae'n rhaid i ni godi cwestiwn ar ran ein haelodau ynghylch gwerth am arian y consortia rhanbarthol. Ar gyfnod pan mae cyllidebau ysgolion ac Awdurdodau Lleol dan gymaint o bwysau, awgrymwn fod angen i'r Pwyllgor ymchwilio (neu sicrhau ymchwil o ffynhonnell arall) i'r lefelau fwyaf priodol ac effeithiol o ddyraniadau cyllidebol ar bob haen o'r system addysg.

Cymrwn y cyfle i bwysleisio pwysigrwydd tryloywder mewn materion cyllidebol. Cafodd y broses o lunio cyllideb Llywodraeth Cymru y llynedd, mewn perthynas â chyllidebau addysg, ei nodweddu gan ddiffyg tryloywder enbyd a ganiataodd i Lywodraeth Cymru honni fod y gyllideb addysg wedi cynyddu, pan oedd hi'n gwbl glir ar lawr gwlad mai toriadau oedd yn wynebu pawb. Gwyddom fod hyn yn fater mae'r Pwyllgor Cyllid wedi tynnu sylw ato yn y gorffennol e.e. yn ei adroddiad 'Craffu ar Gyllideb Ddrafft Llywodraeth Cymru ar gyfer 2018-19, (Rhagfyr 2017). Galwn am lawer fwy o onestrwydd a thryloywder eleni.

Edrycha UCAC ymlaen at gyfrannu ymhellach at y broses graffu ar y Gyllideb Ddrafft yn ystod y misoedd nesaf, gan gynnwys mewn perthynas â phwyllgorau penodol.

Document is Restricted

CYPE(5)-07-19 - Paper to note 1
Agenda Item 4.1

Kirsty Williams AC/AM
Y Gweinidog Addysg
Minister for Education



Llywodraeth Cymru
Welsh Government

Ein cyf/Our ref: MA-P/KW/4329/18

Lynne Neagle AC
Chair, National Assembly for Wales
Children and Young People's Committee

25 January 2019

Dear Lynne

Developing the new curriculum for Wales

Thank you for the opportunity to update the Children Young People and Education Committee on progress with our programme of reforms, specifically developments within the new curriculum for Wales. During the session I agreed to provide Committee members with the following information.

How the draft curriculum will look

I outlined that we will make the draft curriculum available online as a single 'document'. We have developed the online platform working with pioneers and it will comprise of the overarching guidance for all professionals as well as the six Areas of Learning and Experience. I believe the first iterations of the web content really bring the curriculum to life and I would be happy to facilitate a session for Committee members to demonstrate how the web versions are currently looking.

If members would also like to go through one of the Areas of Learning and Experience to see the curriculum in context, I would be happy to extend the opportunity to cover this.

Programme engagement with the Welsh Local Government Association (WLGA) and the Association of Directors of Education in Wales (ADEW)

Our Change Board provides strategic oversight of the education reform programme with specific focus on key areas of reform: the curriculum, professional learning and accountability. Membership of the Board includes senior representation from the middle tier including ADEW and the WLGA. A summary of attendance at Change Board is provided.

2018

27 November	Attendance from WLGA and ADEW
18 September	Attendance from WLGA
20 July	Meeting cancelled
16 May	Attendance from WLGA
17 January	No attendance from WLGA or ADEW

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

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

2017

27 September	Attendance from WLGA
21 June	Attendance from WLGA
29 March	Attendance from WLGA and ADEW
25 January	Attendance from ADEW

Engagement with business

The Strategic Stakeholder Group (SSG) is kept informed of, and involved in, developments across the whole of the education reform programme. There is a responsibility on all members to represent and engage with their sectors and to support the communication of key messages to their individual networks. The Group also provides a formal opportunity for members to provide feedback or raise concerns from their sectors. For example, membership of the SSG Children and Young People sub group was strengthened to better engage with stakeholders from a range of ethnic minority groups following discussion around Black, Asian and Minority Ethnic representation across the curriculum.

Membership of the SSG includes a representative of business in Wales through the Federation of Small Businesses. They have played an active part in the group and whilst their engagement more recently has been limited, this is to be expected due to the nature of the current phase of work. We fully expect renewed engagement over the spring term into the feedback phase. We have already undertaken initial engagement with the Business Wales Strategic Board directly on the curriculum and the Regional Skills Partnerships. This will now be followed up in more detail by officials. We also have business representation on the Independent Advisory Group (IAG), chaired by Professor Graham Donaldson. My officials regularly review the membership of these groups to seek to ensure comprehensive coverage and we are open to consider other nominations.

In February I will be attending the Institute of Welsh Affairs Wales launch event for their project research on the experiences of Further Education, Higher Education, Business and Skills communities in Wales and Scotland in curriculum reform. I look forward to their findings on practical ways to ensure curriculum reform is integrated with and supported by the four communities.

Opportunity for Committee members to engage with pioneer schools

Last summer I invited members to engage with some of our Pioneer schools to see first hand the good work they are doing. I understand there were some difficulties in finding convenient dates for members and schools, but I hope the visits which took place were useful. I would like to refresh this invitation to members who have yet to hold their visits including new Committee members who did not receive the original invitation. My officials will contact your offices shortly and I would like to encourage you to take up the opportunity to see first hand the work being undertaken.

I hope this update and the session on the 10 January are useful for the Committee and look forward to our ongoing engagement as we progress our programme of reforms.

Yours sincerely



Kirsty Williams AM
Minister for Education

CYPE(5)-07-19 - Paper to note 2

Agenda Item 4.2

Dyddiad /Date:

Gofynnwch am/Please ask for: **Llinell uniongyrchol/Direct line: Eboost/Email:**

31 January 2019
Dr Chris Llewelyn
029 20468 600
chris.llewelyn@wlga.gov.uk

Lynne Neagle AM
Chair of the CYPE Committee
National Assembly for Wales Cardiff
Bay
Cardiff
CF99 1NA



Dear Lynne,

Progress on Developing the New Curriculum for Wales

Many thanks for your letter of 16th January concerning the joint written evidence submitted by the WLGA and ADEW to the Children, Young People and Education Committee's scrutiny session on 10th January. I am particularly grateful for the opportunity to reply to some of the concerns raised at that session and to be able to correct a few misconceptions.

It might be useful if I were to start by stating that the WLGA supports fully the development and the proposed implementation of the new curriculum by the Welsh Government. The WLGA welcomed Professor Graham Donaldson's independent review of the curriculum in Wales and the subsequent publication of *Successful Futures* in 2015. Since then, the WLGA has worked with ADEW and the whole of local government in supporting the development of the new curriculum and securing its successful implementation.

The WLGA and ADEW have sought to engage as fully as possible in this process. As recently as 27th September, I shared the conference platform with Education Minister, Kirsty Williams AM, at a joint WLGA/WG Conference on Accountability in Education and publicly stated my support for the Welsh Government's approach to the new curriculum.

I know that the Association of Directors of Education (ADEW), has also responded to you regarding the issues raised during your scrutiny session and I can reaffirm that our joint response was based on our consultation with all 22 local authorities and the information available to them at the time. I must also emphasize that the response focused on the specific questions raised by the Committee was meant as a constructive contribution to the further development of the curriculum.

Dr Chris Llewelyn
Prif Weithredwr
Chief Executive

Cymdeithas Llywodraeth
Leol Cymru
Tŷ Llywodraeth Leol
Rhodfa Drake
CAERDYDD CF10 4LG
Ffôn: 029 2046 8600

Welsh Local Government
Association
Local Government House
Drake Walk
CARDIFF CF10 4LG
Tel: 029 2046 8600

wlga.cymru
wlga.wales

@WelshLGA

Croesawn ohebiaeth yn y Gymraeg a'r Saesneg a byddwn yn ymateb i ohebiaeth yn yr un iaith.

Ni fydd defnyddio'r naill iaith na'r llall yn arwain at oedi.

We welcome correspondence in Welsh and English and will respond to correspondence in the same language.
Use of either language will not lead to a delay.

These concerns had not been raised with the Education Minister directly as they had not come to light until the Committee started its inquiry. Discussions between the WLGA and the Education Minister in recent months have inevitably focused on funding issues and the Welsh Government's budget process.

As important as the new curriculum is, authorities must also focus on immediate budget pressures and the sustainability of their services. For that reason, the November meeting between the Education Minister and the 22 education cabinet members was dominated by discussions on the provisional local government settlement and the challenging financial pressures facing local authorities and their schools including increased pay and pension costs rather than the new curriculum.

In conclusion, may I assure you and your colleagues on the Committee that the WLGA supports fully the development and the implementation of the new curriculum and is committed to working with the Welsh Government and all other partnerships in ensuring its successful roll out over the coming years.

Yours sincerely



Councillor Debbie Wilcox
Leader of WLGA



ASSOCIATION OF DIRECTORS OF EDUCATION IN WALES
CYMDEITHAS CYFARWYDDWYR ADDYSG CYMRU

31st January 2019

Progress in Developing the New Curriculum for Wales

Dear Lynne,

I write on behalf of all Directors of Education and Chief Education Officers

Thank you for your recent communication on this matter.

Firstly, the WLGA and ADEW fully support the development and planned implementation of the new curriculum with its focus on equipping young people with skills for life. We have taken every opportunity to engage in this new and innovative approach. The WLGA and local authorities are supportive of and committed to working in partnership with the Welsh Government and other stakeholders in ensuring the new curriculum is fit for purpose and that it meets learners' needs now and into the future. In responding to the Children, Young People and Education Committee inquiry, the WLGA and ADEW have highlighted positive aspects of the new curriculum but have also provided constructive critique and challenge in areas which, in our opinion, need to be strengthened. It is important that the views of those responsible for managing and delivering education in local authorities and, in particular, schools, are considered to ensure that the new curriculum is one that delivers for the next generation of Welsh learners.

The WLGA shares the Minister and the Welsh Government's ambition to improve outcomes for learners in Wales and views curriculum reform as a significant driver to realise this.

In specific response to the matters raised in your letter:

- The information was collated following contact with the twenty-two LA Directors/Chief Education Officers. Responses were received from more than one representative in each region. The collated response reflected the views that were provided and therefore reflect a widespread view of ADEW in relation to the information available on curriculum development. The themes

of responses were recorded in their entirety including where there were different perceptions. Directors will also have had significant exposure to the opinions of school leaders and this will have been reflected in their responses.

- As stated above, we support the vision of curriculum reform and remain committed to ensuring the successful implementation of the curriculum. A mature education system facilitates debate and discussion relating to policy development. Local authorities are being proactive in engaging with FE, HE and employer partners to contextualise curriculum development for their own unique positions. This ensures that ADEW and the WLGA are key partners in shaping and articulating the vision for curriculum reform
- ADEW's engagement with curriculum implementation board meetings has been limited owing to an administrative error regarding the email address of the association's representative. Whilst not wishing to dwell on the circumstances, this was unfortunate and should have been corrected earlier.
- Both the WLGA and ADEW have discussed issues relating to curriculum reform with relevant Welsh Ministers and senior civil servants within the Education Directorate. Issues relating to communication and engagement can always be improved and both the Welsh Government and we, ourselves need to reflect on this.
- As indicated above, we believe that communication and engagement can and need to improve. Concern has been raised previously that WG contact with regional leads is significantly more developed than with ADEW. Having reviewed the regional response there are several areas of mutual concern but the areas of difference suggest a more developed level of operational knowledge on the part of regional leads which is yet to be reflected at school or LA level.

We trust that this responds directly to the issues raised in your letter. Curriculum reform is a key national policy development that needs to be managed in partnership with all stakeholders; it is a process that deserves and demands the highest possible level of support and challenge which the WLGA and ADEW remain committed to provide as befits a mature education system.

Yours sincerely,



***Cadeirydd, Cymdeithas y Cyfarwyddwyr Addysg yng Nghymru
Chair, Association of Directors of Education in Wales***

CYPE(5)-07-19 - Paper to note 4
Agenda Item 4.4

Vaughan Gething AC/AM
Y Gweinidog Iechyd a Gwasanaethau Cymdeithasol
Minister for Health and Social Services



Llywodraeth Cymru
Welsh Government

Our ref/Ein cyf: MA-P/VG/0213/19

Lynne Neagle AM
Chair
Children, Young People and Education Committee
National Assembly for Wales
Cardiff Bay
CF99 1NA

7 February 2019

Dear Lynne,

I am writing following my attendance at the Children, Young People and Education Committees scrutiny session on Perinatal Mental Health.

During the session I agreed to provide additional information in response to issues raised at the meeting which is included below.

The perinatal mental health data and information currently collected by Local Health Boards and the Welsh Government.

I explained in Committee that the formal mechanisms for collecting performance management and outcome data from the new community perinatal mental health service are still being agreed and established. As with any new health service, building a comprehensive and robust data collection system is a complex process and takes time.

Whilst the formal data collection systems are being established, as part of our monitoring of the community services in health boards, we have been requesting information on the number of staff in posts, number of referrals and interventions offered every six months. We will be writing to health boards this month to request the latest update which will include the following information:

- Numbers of referrals received / accepted.
- Which interventions were provided.
- Numbers of women treated for perinatal ill health;
 - By the Community Mental Health Team
 - In an adult psychiatric ward
 - In a mother and baby unit.

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

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

The number of women who have been placed due to perinatal mental ill health on an adult psychiatric ward without their child.

This information is not routinely reported to Welsh Government but we do expect health boards to record this information. As part of our interim arrangements to monitor community services as outlined above, and ahead of the implementation of the formal data collection, we are requesting this information for the last six months. However, it should be recognised that there are instances where women are placed on psychiatric units without their babies as this is the most appropriate placement for the individual – for example, when the mother is too unwell to care for her baby. We will include this information in the next six month update to the committee.

The timescales within which all Local Health Boards will be expected to have signed up to the Royal College of Psychiatrists' quality standards.

The Quality Network for Perinatal Mental Health Services (a Royal College of Psychiatrists initiative) was established in 2007 and produced a set of service standards by which members are reviewed through a process of self and peer-review. The Network itself describes the full set of standards as aspirational and states that it is unlikely that any service would meet them all. In order to achieve accreditation, a service must meet 100% type 1 standards, at least 80% type 2 standards and 60% type 3 standards.

All health boards, through the All Wales Perinatal Mental Health Steering Group (AWPMHSG), have given a commitment to work towards the standards. The Clinical Network, once established, will work with health boards to share the benefits of adopting the standards, encouraging and supporting them to do so. Welsh Government are supportive of the need to work towards the standards, however we are aware that they are aspirational (and tailored to the English system) which are some of the reasons why the 1000i lives in conjunction with the AWPMHSG developed all Wales standards to support service improvement.. Our priority is for all community teams to meet the all Wales standards by March 2020 and to meet the relevant Royal College of Psychiatrists' quality standards by the end of the following financial year.

Further information on the directory of third sector services and how it is updated

The 2014 Social Services and Well-being Act placed a duty on local authorities across Wales to make information about local services available to the public. Dewis Cymru, developed by Data Cymru on behalf of the 22 local authorities in Wales, in conjunction with a wide range of national and local stakeholders, supports this by providing a single, clear and reliable directory that can be used by members of the public, as well as care service professionals across Wales, to help support people achieve their well-being goals.

DEWIS is delivered by Data Cymru, a Welsh local government company with a Board of Directors elected by the Welsh Local Government Association (WLGA). Local organisations and service providers can add information about their services and are prompted to update the information every six months. Each local organisation is responsible for updating their own information on to DEWIS and the onus is on the organisation to keep details up to date. <https://www.dewis.wales/>

Establishing a mother and baby unit in Wales.

Your letter also expressed concerns on the progress of establishing a mother and baby unit in Wales and we are continuing to work with WHSCC to progress the work. It should be recognised that the implementation of such a specialised service is complex and requires

consideration of a number of factors including location, workforce and premises. Our aim is to develop a fit for purpose and sustainable solution.

You also asked for further detail on expected milestones for a number of areas and we will include these in my next six monthly update to the Committee.

Yours sincerely,

A handwritten signature in black ink that reads "Vaughan Gething". The signature is written in a cursive style with a large initial 'V'.

Vaughan Gething AC/AM

Y Gweinidog Iechyd a Gwasanaethau Cymdeithasol
Minister for Health and Social Services

Cynulliad Cenedlaethol Cymru
Y Pwyllgor Plant, Pobl Ifanc ac Addysg

National Assembly for Wales
Children, Young People and Education Committee

Donnalee Williams
Perinatal Mental Health Team Manager
Betsi Cadwaladr University Health Board
By email

05 February 2019


Dear Donnalee,

Thank you for your recent letter in which you shared your concerns following the Committee's evidence session on the 10th January with the Minister for Health and Social Services. Your letter has been drawn to both the Committee's and the Welsh Government's attention, and has been **published on our website**.

You may wish to be aware that, following the session, the Committee **wrote** to the Minister outlining our concerns, particularly the lack of progress in developing Mother and Baby Unit provision in North Wales.

We will of course keep you updated on progress and will share with you the response from the Minister when received. Please be assured that the Committee is committed to following up closely on progress in this area.

Yours sincerely,



Lynne Neagle AC / AM
Cadeirydd / Chair



Agenda Item 4.6

CYPS (5) 10719 - Paper to note 6

Vaughan Gething AC/AM
Y Gweinidog Iechyd a Gwasanaethau
Cymdeithasol Minister for Health and Social
Services



Llywodraeth Cymru
Welsh Government

Ein cyf/Our ref: MA-P/VG/0522/19

Darren Millar AM
National Assembly for Wales
Cardiff Bay
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darren.millar@assembly.wales

13 February 2019

Dear Darren,

In plenary on 29 January you requested an update on perinatal mental health in Wales. Specifically, you noted concerns regarding staffing levels in Betsi Cadwaladr Health Board and the effect this was having on service delivery.

The health board has confirmed that whilst they did carry a vacancy in the North Wales Perinatal Mental Health Team, service provision was maintained whilst the recruitment process progressed. The health board also confirmed that team has recently recruited two whole time equivalent practitioners and recruitment is almost complete for a Psychologist, Psychiatrist and Nursery nurse to join the team.

More broadly, we made expanding perinatal mental health community services a priority area in the £7m mental health transformation fund which commenced in 2018-19. Health boards are using this funding to invest an additional £0.5m of recurring funding to support perinatal mental health services – this is in addition to the £1.5m made available in 2015/16 to first develop these teams. Further investment has also been made within the budget for 2019-20 which will assist health boards to further embed services within their areas.

We have also recruited an all Wales Perinatal Mental Health Clinical Lead, who started in post at the beginning of January. The lead will now be establishing a Clinical Network which will build on the work of the 'All Wales Perinatal Mental Health Steering Group' (AWPMHSG) and the Community of Practice which has brought together experts across Wales to set standards, develop pathways and support the provision of education.

As part of our recent update to the Children, Young People and Education Committee following their inquiry into Perinatal Mental Health Services we have also committed to provide further updates in implementing the recommendations that we have accepted in our response.

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

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

Yours sincerely,

A handwritten signature in black ink that reads "Vaughan Gething". The signature is written in a cursive style with a distinct dot over the 'i' in "Gething".

Vaughan Gething AC/AM

Y Gweinidog Iechyd a Gwasanaethau Cymdeithasol
Minister for Health and Social Services

Vaughan Gething AC/AM
Y Gweinidog Iechyd a Gwasanaethau Cymdeithasol
Minister for Health and Social Services

Ein cyf/Our ref: MA-P/VG/0190/19

Lynne Neagle AM
Chair of Children, Young People and Education
Committee National Assembly for Wales
Cardiff Bay
Cardiff
CF99 1NA



Llywodraeth Cymru
Welsh Government

7 February 2019

Dear Lynne,

Members of the Children, Young People and Education Committee will be aware of the Welsh Government's current consultation on "*Healthy Weight: Healthy Wales*" (<https://beta.gov.wales/healthy-weight-healthy-wales>), which closes on 12 April. This is part of our commitment through the Public Health Wales Act to develop a strategy to reduce and prevent obesity. I was pleased during my oral statement on 29 January to receive cross-party support for this important consultation.

I welcome the Committee's intention to consider the draft strategy in relation to the specific needs of children and young people. I note that you have invited the Chief Medical Officer to give evidence on this matter on 14 March.

My officials are currently undertaking a number of regional events, community engagement activities and focus groups across Wales to encourage participation in the consultation and to hear from a range of people. This includes targeted engagement with children and young people, in relation to which interactive resources have been developed to facilitate young people's input. My plans are to then publish a summary of findings early summer with the final strategy to follow in October 2019.

I look forward to hearing from the Committee in due course.

Yours sincerely,

Vaughan Gething AC/AM
Y Gweinidog Iechyd a Gwasanaethau Cymdeithasol
Minister for Health and Social Services

Bae Caerdydd • Cardiff Bay
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Rydym yn croesawu derbyn gohebiaeth yn Gymraeg. Byddwn yn ateb gohebiaeth a dderbynnir yn Gymraeg yn Gymraeg ac ni fydd gohebu yn Gymraeg yn arwain at oedi.

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

Cynulliad Cenedlaethol Cymru

Y Pwyllgor Iechyd, Gofal Cymdeithasol a Chwaraeon

National Assembly for Wales

Health, Social Care and Sport Committee

Lynne Neagle AM
Chair, Children, Young People and Education
Committee

11 February 2019

Dear Lynne

At its meeting on the 6 February, the Health, Social Care and Sport Committee agreed the terms of reference for a spotlight inquiry on mental health in policing and police custody.

The inquiry will focus on partnership working between the police, health and social care services (and others), to prevent people with mental health problems being taken into police custody, to ensure their appropriate treatment while in custody, and to help ensure the right level of support is provided when leaving custody.

I am writing to make you aware of this inquiry, given its relevance to your Committee's remit and in particular the work you have undertaken in relation to the emotional and mental health of children and young people.

Yours sincerely,



Dr Dai Lloyd AM
Chair, Health, Social Care and Sport Committee



Kirsty Williams AM,
Minister for Education

Vaughan Gething AM,
Minister for Health and Social Services

13 February 2019

Dear Ministers,

Mind Over Matter: follow-up

As you are aware, we are approaching one year since the publication of the Children, Young People and Education Committee's Mind Over Matter report. As with all our work, we are committed to following up on progress in relation to our recommendations.

In August 2018 I wrote on behalf of the Committee to request a revised written response to Mind Over Matter. This was requested by March 2019 and arose following cross-party consensus in the Siambr that the original response did not meet the ambition outlined in our report. You agreed to this request in your letter of 7 September 2018 and outlined the work you had underway to establish the Joint Ministerial Task and Finish (JMTF) Group.

To inform our follow-up work, and to make our scrutiny as transparent as possible, we would be grateful if your response addressed each of our original recommendations individually. Given the relevance of the work of the Together for Children and Young People (T4CYP) Programme and the Joint Ministerial Task and Finish Group, we would also welcome an update on their work. We are happy to receive this information either as part of your response or as separate papers. I have copied the Chair of T4CYP for awareness.

We will set time aside before the summer recess to invite you both to attend Committee to discuss progress and next steps. The Committee Clerk will contact your officials to agree a mutually convenient date.

Yours sincerely,



Lynne Neagle AM
Chair

Cc Carol Shillabeer, Chair, Together for Children and Young People (T4CYP) Programme





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Date: 12/02/19

Children, Young People and Education Committee Y Pwyllgor Plant, Pobl Ifanc ac Addysg

Dear Chair

Within the context of the Children, Young People and Education Committee role in critically examining issues such as how the government implements policies and legislation, SNAP Cymru write to you with our serious concerns regarding the interpretation by the Government ALN Transformation team of :

Chapter 4. AVOIDING AND RESOLVING DISAGREEMENTS

68. Arrangements for the avoidance and resolution of disagreements

At the technical briefing on the 30th of January, SNAP Cymru were very concerned with Charlie Thomas' (Head of Additional Learning Needs (ALN) Transformation) assertion that a [Local Authority (LA)] in accordance with their duty to provide independent disagreement resolution pursuant to section 68 of the Additional Learning Needs and Education Tribunal (Wales) Act 2018 ('the Act') could provide those services themselves contrary to the legislation's requirement of independence and that this would not preclude DRS being delivered by someone within the same LA , provided they have had 'no previous involvement' with the family and have 'no vested interest in the outcome'.

Section 68 of the Act provides that Local Authorities must make arrangements with a view to avoiding and to resolving disagreements between:



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“(1)(a) education bodies, and (b) children or young people for whom the authority is responsible, or in the case of such children, their parents, about the exercise by the education bodies of their functions under this Part”, and as between “

(2)(a) proprietors of relevant institutions, and (b) children and young people who have additional learning needs for whom the authority is responsible and, in the case of such children, their parents, about the additional learning provisions made for children or young people.”

Section 68(6)(c) includes in its definition of what constitutes an ‘education body’ under this Part ‘a local authority’.

Section 68(3) explicitly states:

“The arrangements under subsections (1) and (2) must include provision for parties to a disagreement to access help in resolving it from persons who are **independent of the parties.**” (emphasis added)

Any mediation or disagreement resolution scheme that is delivered by the Local Authority internally, in an attempt to comply with its duties under this Part would clearly not comply with section 68(3). A local authority is ‘a party’ to the disagreement and therefore *cannot be* independent.

Even if a Local Authority were to purport to dedicate a separate department to this service we feel it would still fail in its duties to provide an independent service as set out by section 68.

It is not only vital that this service be independent in fact, but also in appearance, to promote the confidence and trust of families – both vital ingredients for any disagreement resolution service.

As in the Local Authority’s duty under section 69(1) that they:



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“must (a) make arrangements for the provision of independent advocacy services for the children and young people for whom it is responsible; (b) refer any child or young person for whom it is responsible who requests independent advocacy services to an independent advocacy service provider; (c) refer any person who is a case friend for a child for whom it is responsible and who requests independent advocacy services to an independent advocacy service provider.”

Section 69(3) is explicit in its requirement:

(3) In making arrangements under this section, a local authority must have regard to the principle that any service provided under the arrangements must **be independent of any person who is –**

(a) the subject of an appeal to the Tribunal, or

(b) involved in investigating or adjudicating on such an appeal.

Clearly any disagreement resolution service or advocacy service provided by the Local Authority itself would not be independent as required under s.69(3).

The Local Authority is the ‘party’ who’s decision a child/young person or parents ultimately appeals; they are ultimately the ‘other party’ to any appeal to the First Tier Tribunal – the subject of an appeal to the Tribunal or to the Court in the case of a Judicial Review. The Local Authority is inevitably involved in investigating and responding to such an appeal.

It is SNAP Cymru’s view that the act explicitly prohibits either disagreement resolution services under section 68 or advocacy services under section 69 being provided internally by Local Authorities. Throughout section 68 and 69 the Act sets out that the Local Authority must provide independent services. In section 69(3) independence is specifically defined so as to prohibit the Local Authorities involvement in the provision of advocacy; in section 68(3) the Act is explicit in requiring Local Authorities to provide disagreement resolution services that are independent of the parties, the Local



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Authority being specifically defined as a party under section 68(6)(c) and in reality as the body that is ultimately a party to any appeal to the Tribunal.

The Act is both explicit and implicit in its requirement of independence. On any definition, the Local Authority cannot be independent. To provide these services internally, we believe would be contrary to the law as set out in this part and a failing to children, young people and families who require trust and confidence in the independence of such services.

The definition of independent is someone or something that is free from the influence or control of another. An 'Independent persons' in any definition means persons who are not connected with the company or organisation not dependent on, or affiliated with a larger or controlling entity.

For example;

An 'independent person' for the purposes of the 2011 Localism Act; ' is someone *who is not or who has not* been in the previous relevant five years a *member, co-opted member or officer of the authority.*'

The proposal to arrange independent disagreement resolution within the LA will face fierce criticism by parents. The suspicion that councils would use internal complaints and disagreement services may well be cause for further not less conflict between parents, schools and LA's, involving serious conflicts of interest issues, with the assessor, provider and funder carrying out the independent disagreement resolution function. We feel it would be difficult for LA staff to have an impartial stance as employees. Parents could see this as cynical or at worst unjust.

SNAP Cymru believe that effective independent services, as well as resolving disagreements can also help restore or improve the relationship between parents and the local authority or school and is a cost effective means of reducing conflict and stress.



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When a child has ALN, navigating the assessment and provision process can become contentious and emotional, particularly if there are disputes between parents/carers, LAs and schools concerning ALN decisions and ALN provision.

Whilst the IDP process is collaborative and positive, situations will remain where despite everyone's best efforts the process can result in strained relationships which are never in a child's best interest. Disagreements often occur when parents/carers have expectations of schools and the LA that are either incompatible with resourcing or that do not align with research or local policy. However parents/carers are often accurate in their assessment and their views are upheld through independent arbitration at the ALN tribunal, Judicial Review or the PSOW

As far as possible disputes should be avoided or resolved through dialogue at the earliest opportunity and at the most local level. Early resolution of disagreements significantly benefits the child or young person and can avoid unnecessary stress and expense. Approaches to resolving disagreements can range from relatively informal conversations to formal facilitated mediation meeting, whatever the approach taken and at whatever stage, it is important for everyone to have complete trust in the process.

Dealing with disagreements requires a combination of knowledge about the relevant procedures and legislation, alongside skills for dealing with emotive issues sensitively and effectively. The manner in which the disagreement is handled can have a significant impact on relationships between the school and parents, and an approach that is either dismissive or appears to have bias can cause the disagreement to escalate unnecessarily.

The spirit and the Act itself intends that Local Authorities provide trusted and non-adversarial ways to resolve disagreements from the earliest possible date in the best interests of the child or young person and provided by persons that are independent of the LA



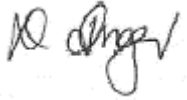
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Independent sources of disagreement resolution and mediation and accurate interpretation of the law and regulations are key to keeping everyone working together in partnership and in the best interest of children. We feel strongly that this issue needs to be considered carefully by the Committee.

Yours sincerely



Denise Inger

Chief Executive Director

SNAP Cymru



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