

School Funding in Wales

Consultation Responses

January 2019



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Cynulliad Cenedlaethol Cymru | National Assembly for Wales

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 01

Ymateb gan: Unigolyn

Response from: Individual

Area of Focus	Comment
The sufficiency of provision for school budgets, in the context of other public service budgets and available resources;	Appreciate LA states Education is a priority but the increasing year on year cuts to education (who are responsible for our future workforce and communities) have strained even the most creative of schools to such a degree that standards are slipping. Large class sizes, mixed age classes, high pupil:staff, additional teaching and learning aspects ceased as statutory are given priority
The extent to which the level of provision for school budgets complements or inhibits delivery of the Welsh Government's policy objectives;	New curriculum reform is welcomed but reduction in budgets has meant schools cannot successfully embrace policy as don't have the staff or resources, including training
The relationship, balance and transparency between various sources of schools' funding, including core budgets and hypothecated funding;	Needs honest transparency
The local government funding formula and the weighting given to education and school budgets specifically within the Local Government Settlement;	This varies between authorities and consortia.
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,	Transparency and equality required

deprivation, language of provision, number of pupils with Additional Learning Needs and pre-compulsory age provision;	
Progress and developments since previous Assembly Committees' reviews (for example those of the <u>Enterprise and Learning Committee in the Third Assembly</u>); and	Do not know of this
The availability and use of comparisons between education funding and school budgets in Wales and other UK nations.	Needs transparency

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 03

Ymateb gan: Cymdeithas Penaethiaid Uwchradd Sir Benfro Response from: Pembrokeshire Association of Secondary Headteacher

Cyflwynir y canlynol ar ran Cymdeithas Penaethiaid Uwchradd Sir Benfro mewn ymateb i alwad y pwyllgor am dystiolaeth mewn perthynas â:

- **digonolrwydd** cyllid ysgolion yng Nghymru; a'r
- **ffordd** y mae cyllidebau ysgolion yn cael eu pennu a'u dyrannu.

Yn gyntaf, hoffwn fynegi ein diolchgarwch a'n gwerthfawrogiad i'r pwyllgor ac i aelodau Cynulliad Cenedlaethol Cymru am ymgymryd â'r ymgynghoriad hwn a rhoi cyfle i ni gyfrannu iddo.

Fel y nodir yn y canllawiau, mae ein cyflwyniad yn ymateb i'r meysydd ffocws. Er eglurder, rydym wedi cynnwys yr holl feysydd ffocws ar y dudalen ymgynghori ond, lle bo hynny'n briodol, rydym wedi amlygu lle nad oes gennym ddigon o wybodaeth i wneud sylw gwybodus neu ddefnyddiol ar agwedd benodol.

1. [digonolrwydd y ddarpariaeth ar gyfer cyllid ysgolion, yng nghyd-destun cyllidebau gwasanaethau cyhoeddus eraill a'r adnoddau sydd ar gael](#)

Ymateb

Ni allwn ond ymateb mewn perthynas â'n profiad uniongyrchol ni, a hynny fel gweithwyr proffesiynol sydd ar hyn o bryd yn darparu addysg mewn ysgolion, a digonolrwydd yr adnoddau a ddarperir mewn perthynas â lefel y ddarpariaeth a ddisgwyllir gennym.

Yn y flwyddyn sydd i ddod, sef 2019-20, mae pob ysgol yn yr awdurdod lleol yn rhagweld diffyg yn ei chyllideb. Gan na chaniateir diffyg mewn cyllidebau, mae'n rhaid i'n holl ysgolion gymryd camau er mwyn mantoli cyllidebau. Ar y cyfan, bydd hyn yn golygu lleihau nifer y staff addysgu, lleihau ehangder y cwricwlwm a gynigir, yn rhannol yng Nghyfnodau Allweddol 4 a 5, a'r angen i gynyddu nifer y disgyblion sydd yn y dosbarthiadau er mwyn galluogi i lai o athrawon ddarparu'r cwricwlwm. Bydd yna ostyngiad yn yr amser a ddynodir i arweinyddiaeth a rheoli, a bydd hyn yn cynyddu llwyth gwaith yr aelodau hynny o staff ac yn lleihau eu gallu i ganolbwyntio ar wella perfformiad ysgolion. Mae lleihau nifer y

staff cymorth yn golygu bod yna lai o gymorth, neu ddim o gwbl, ar gyfer y disgyblion sy'n llai abl neu sydd ag anghenion dysgu ychwanegol, disgyblion sydd ymhlith y dysgwyr mwyaf agored i niwed, ac y mae arnynt angen y mwyaf o gymorth. Mae gwaith cynnal a chadw ar offer cyfalaf, a buddsoddi ynddynt, yn cael ei wneud ar sail methiant, neu risg lechyd a Diogelwch uniongyrchol. At hynny, mae lefelau lwfans y pen, sef y cyllid a ddirprwyir yn uniongyrchol i adran mewn ysgol i ddarparu offer, defnyddiau, deunydd ysgrifennu a gwerslyfrau ar gyfer y disgyblion, wedi'i gyfyngu cymaint nes bod profiad dysgu'r disgyblion wedi'i gyfyngu'n sylweddol.

Yn ystod y tair blynedd diwethaf, mae mwyafrif ein hysgolion uwchradd wedi profi cyllidebau llinell wastad a chostau cynyddol. Erbyn hyn, mae'r ysgolion wedi disbyddu unrhyw warged a oedd ganddynt, ac ni allant bellach gynnwys unrhyw gyllid wrth gefn. Nid yw hyn yn arfer da wrth ddarparu unrhyw wasanaeth critigol.

Er ein bod yn deall ac yn derbyn bod yna "gyd-destun o gyllidebu gwasanaethau cyhoeddus eraill ac adnoddau sydd ar gael", yn ôl ein tystiolaeth nid oes cyllid digonol yn cael ei ddarparu i'n galluogi i barhau i gyflenwi mwy na'r gwasanaeth **statudol** sy'n ofynnol gennym, ac rydym yn pryderu na fydd hyn, hyd yn oed, yn gynaliadwy oni bai fod yr hyn a ddisgwylir gennym yn cael ei leihau, yn hytrach na'i ehangu o hyd.

2. y graddau y mae lefel y ddarpariaeth ar gyfer cyllid ysgolion yn ategu neu'n rhwystro gwaith Llywodraeth Cymru o gyflawni amcanion ei pholisiau;

Ymateb

Dyma a ddywed Llywodraeth Cymru: "Ein cenhadaeth genedlaethol yw codi safonau, lleihau'r bwlch o ran cyrhaeddiad a sicrhau system addysg y gellir ymfalchïo ac ymddiried ynnddi yn genedlaethol".

Bydd y gwaith o weithredu'r Cwricwlwm Newydd ar gyfer Cymru, ynghyd â'i bedwar diben (Dysgwyr uchelgeisiol a galluog; Unigolion iach a hyderus; Cyfranwyr mentrus a chreadigol; Dinasyddion moesegol a hyddysg), mewn perygl sylweddol oni bai fod y cyllid yn gwella. Mae yna gyllid a chymorth ar gael ar gyfer ysgolion a grwpiau arloesi, ac felly gellid dadlau bod cyllideb 'gyffredinol' yr ysgolion yn darparu ar gyfer hyn. Fodd bynnag, mae'n rhaid i bob ysgol arall gynllunio a pharatoi ar gyfer y cwricwlwm newydd gan ddefnyddio'r adnoddau a ddarperir ac a fwriedir i gyflawni dim mwy na'r ddarpariaeth addysgol gyfredol, nid darpariaeth ar gyfer y dyfodol.

Ym mhob un o'n hysgolion, mae'r gweithgareddau anstatudol a ddarperir yn lleihau ac mewn perygl o ddod i ben. Mae hyn yn golygu nad yw poblogaeth gyfredol yr ysgolion o bobl ifanc yn cael y profiad cyfoethog a ddylai fod ar gael iddynt. Disgwylir yn fwyfwy i ysgolion hefyd ddarparu cymorth emosiynol ac iechyd meddwl i bobl ifanc, wrth i'r ddarpariaeth a

ddarperid yn flaenorol gan wasanaethau eraill gael ei leihau neu ei ddiddymu'n llwyr. Mae'n ymddangos bod disgwyl i ni ddarparu ystod gyfan o wasanaethau nad ydym wedi'n cymhwyso nac yn cael ein hariannu i'w darparu.

Mae Llywodraeth Cymru, yn gywir iawn, wedi blaenoriaethu'r broses o wella deilliannau dysgwyr. Caiff hyn ei danseilio wrth i ysgolion gael eu gorfodi i leihau niferoedd yr athrawon a'r arweinwyr ysgolion ar bob lefel, gan arwain at lai o amser a gallu i wella safonau. Mae hyn hefyd yn tanseilio dymuniad penodol yr Ysgrifennydd Addysg i leihau llwyth gwaith athrawon; er bod tasgau diangen yn cael eu lleihau, neu fod cynlluniau ar y gweill i'w lleihau, mae'r hyn sy'n weddill yn cael ei wneud gan lai o bobl. Ni waeth beth fo'r cyflog, nid yw amodau gwaith o'r fath yn debygol o ddenu recriwtiaid newydd i'r proffesiwn. Mae hyn hefyd yn flaenoriaeth bwysig ar gyfer y Llywodraeth, ac rydym yn bendant yn ei chael yn hynod o anodd recriwtio ymgeiswyr o safon uchel pan fydd swyddi'n cael eu hysbysebu yn Sir Benfro.

Erbyn hyn, mae'r cyfrifoldeb am Gyflog ac Amodau Athrawon yng Nghymru wedi cael ei ddatganoli i Lywodraeth Cymru. Comisiynodd Llywodraeth Cymru banel annibynnol i adolygu'r cyflog ac amodau, ac i wneud argymhellion a fyddai'n "cefnogi Cenhadaeth ein Cenedl ar gyfer Addysg yng Nghymru". Mae'r argymhellion sydd yn yr adroddiad, 'Addysgu: Proffesiwn gwerthfawr', a gyhoeddwyd yn ddiweddar, yn uchelgeisiol, a bydd yn ofynnol dyrannu adnoddau sylweddol i'w gweithredu.

3. y berthynas, y cydbwysedd a'r tryloywder rhwng ffynonellau amrywiol cyllid ysgolion, gan gynnwys cyllidebau craidd a chyllid wedi'i neilltuo;
4. fformiwla gyllido llywodraethau lleol, a'r pwysoliad a roddir yn benodol yn Setliad y Llywodraeth Leol i addysg a chyllidebau ysgolion.
5. gwaith Llywodraeth Cymru o oruchwylio'r modd y mae Awdurdodau Lleol yn pennu cyllidebau ysgolion unigol, 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'r ddarpariaeth cyn-oedran orfodol;

Ymateb (3, 4 a 5)

Mae'r trefniadau cyfredol trwy Adroddiad Adran 52 yn darparu rhywfaint o dryloywder. Fodd bynnag, gan fod lefel y cyllid, ynghyd â'r modd y caiff cyllid ei ddirprwyo, yn amrywio o Lywodraeth Leol i Lywodraeth Leol, mae bron yn amhosibl gwneud cymhariaeth 'tebyg i debyg' deg. Er enghraifft, efallai y bydd un Awdurdod Lleol yn dirprwyo canran uwch o gyllideb yr ysgol yn uniongyrchol i'r ysgolion yn ei ardal nag awdurdod mewn ardal arall, ond bod yr awdurdod cyntaf hwnnw, ond nid yr ail, wedyn yn ei gwneud yn 'ofynnol' bod ysgolion yn 'prynu' gwasanaethau yn ôl ganddo. Felly, gall y system gyllido gyfredol,

trwy'r Awdurdod Lleol, greu amgylchedd 'chwarae gêm', sy'n ymddangos fel be bai'n dirprwyo canran benodol o'r gyllideb i ysgol, ond, mewn gwirionedd, nid yw'n gwneud hynny.

Yr agwedd arall ar gyllid ysgolion a all arwain at lai o dryloywder yw'r cyfraniad a wneir i addysg trwy'r dreth gyngor leol. Mae'n amlwg y bydd gan bob awdurdod lleol ei flaenoriaethau penodol ei hun, ond bydd ganddo hefyd wahaniaethau cyd-destunol sylweddol, er enghraifft natur wledig a allai olygu gorfod gwario rhagor ar gludiant. Mae gwahaniaethau o'r fath yn golygu bod cymariaethau yn llai dilys, yn fwy cymhleth ac felly yn llai tryloyw.

Yn anffodus, po fwyaf y bydd Llywodraeth Cymru yn ceisio cael trosolwg o'r modd 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 orfodol, lleiaf ymreolus ac ymatebol y bydd yr Awdurdodau Lleol wrth fynd i'r afael â blaenoriaethau lleol.

Rhaid i arian cyhoeddus, wrth gwrs, gael ei wario ar yr hyn y cafodd ei ddarparu ar ei gyfer, ond rhaid i awdurdodau lleol allu ymateb i anghenion a blaenoriaethau lleol. Felly, efallai y byddai'n well petai Llywodraeth Cymru yn mesur deilliannau (canlyniadau) yn hytrach na sicrhau ei bod yn goruchwyllo'r modd y mae awdurdodau lleol yn 'pennu' cyllidebau ysgolion unigol. Yn ein barn ni, yr hyn sy'n bwysig yw gwneud defnydd effeithiol o adnoddau, yn hytrach na cheisio 'rheoleiddio' mewnbynnau (adnoddau) penodol.

6. [cynnydd a datblygiad ers adolygiadau blaenorol Pwyllgor y Cynulliad \(er enghraifft adolygiadau'r **Pwyllgor Mentor a Dysgu yn y Trydydd Cynulliad**\)](#);

Ymateb

Ni allwn gyfrannu mewn modd ystyrlon i'r agwedd hon ar waith y Pwyllgor

7. [argaeledd cymariaethau rhwng cyllid addysg a chyllidebau ysgolion yng Nghymru ac yng ngwledydd eraill y Deyrnas Unedig, a'r defnydd ohonynt](#)

Ymateb

Mae'r gwahaniaeth parhaus rhwng y ffordd y caiff ysgolion eu cyllido, diben y cyllid hwnnw, a'r modd y mae systemau ysgolion yn cael eu strwythuro yng Nghymru, o gymharu â rhannau eraill o'r Deyrnas Unedig, yn golygu bod cymhariaeth ddefnyddiol yn ddi-fudd o leiaf, ac yn ddiamgyffred ar y gwaethaf. Mae hyn yn wir oherwydd goruchafiaeth newydd system yr academiâu yn Lloegr, ynghyd â'r modelau gwahanol o academiâu yn y system honno, lle nad yw'r Awdurdodau Lleol bellach yn gweithredu mewn

ffordd gymharol ag ysgolion ac Awdurdodau Lleol yng Nghymru.

Efallai fod y strwythur yn yr Alban ac Iwerddon yn debycach i Gymru, ond mae'r blaenoriaethau gwahanol ar gyfer cyllido'r gwasanaethau cyhoeddus, a'r modd y caiff y rhain eu gweinyddu, hefyd yn golygu nad yw cymharu'n uniongyrchol yn ddefnyddiol.

Felly, yr unig gymharydd o werth, yn ôl pob tebyg, yw'r 'gwariant cenedlaethol fesul plentyn oedran ysgol ar ddarparu addysg', a'r graddau y cafodd y cyllid hwnnw ei ddefnyddio mewn modd effeithiol i gyflawni amcanion addysg cenedlaethol y wlad honno. Gallai'r amcanion hyn fod yn gymaryddion ar gyfer perfformiad cenedloedd eraill mewn perthynas ag CMC, asesiadau PISA, mynegeion iechyd a lles, ac ati, neu'n gyfuniad o nifer o fesurau, ond Llywodraeth Cymru a fyddai'n gyfrifol am eu pennu, a hynny ar sail y blaenoriaethau cenedlaethol ar unrhyw adeg benodol. O ran addysg, mae'n ymddangos bod y rhain eisoes wedi cael eu diffinio'n dda ar gyfer Llywodraeth gyfredol Cymru, a hynny trwy bedwar diben y Cwricwlwm Cenedlaethol newydd ar gyfer Cymru.

Cynulliad Cenedlaethol Cymru | National Assembly for Wales

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 03

Ymateb gan: Cymdeithas Penaethiaid Uwchradd Sir Benfro Response from: Pembrokeshire Association of Secondary Headteachers

The following is submitted on behalf of Pembrokeshire Association of Secondary Headteachers in response to the committee's Call for evidence regarding:

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

First, I would like to express our thanks and appreciation of the committee and members of the National Assembly for Wales for undertaking this consultation and providing us with an opportunity to contribute.

As set out in the guidance, our submission responds to the areas of focus. For clarity we have include all the areas of focus on the consultation page but where appropriate we have indicated that we have insufficient knowledge or information to comment on a specific aspect, in an informed or useful way.

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

Response

We can only respond with regards to our first-hand experience, as professionals currently delivering education in schools and the sufficiency of the resources being provided against the level of service provision being expected of us.

In the forthcoming year 2019-20 all of the secondary schools in the local authority are projecting deficit budgets. As deficit budgets are not permitted all our secondary schools have to take action in order to balance budgets. In the main, this will include reducing the number of teaching staff, reducing the breadth of the curriculum offered, partially at Key Stage 4 and 5 and a need to increase the number of pupils in classes to enable fewer teachers to deliver to the curriculum. There will be reductions in the amount of time dedicated to leadership and management which will increase the workload of those members of staff and reduce their capacity to focus on improving school performance. Reductions in support staff means there is less or no support for the pupils who are less able or have additional learning needs, many of whom are the most vulnerable learners and in need of most support. Maintenance and investment in capital equipment is on the basis

of failure or immediate Health and Safety risk. In addition, levels of capitation, the funding delegated directly to a department in a school to provide equipment, materials, stationary and text books to pupils, is so limited that the learning experience of pupils is severely restricted.

Over the past three years most of our secondary schools have experienced flat line budgets and increased costs. Schools have now exhausted any surpluses that they may have had and are now no longer able to include any contingency funding, which is not good practice in any critical service provision. In fact, many secondary schools are on their second round of redundancies and in some instances their third.

Whilst we understand and accept there is a “context of other public service budgets and available resources” our evidence is that there is currently insufficient funds being provided to enable us to continue to deliver anything other than the **statutory** service that is required of us and we are concerned that even this may not be sustainable unless what is expected of us is reduced, rather than ever expanding.

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

Response

The Welsh Government states “Our national mission is to raise standards, reduce the attainment gap and deliver an education system that is a source of national pride and confidence”.

Successful implementation of the new National Curriculum for Wales with its four purposes (Ambitious, capable learner; Healthy confident Individuals; Enterprising, creative contributors; Ethical, informed citizens), is placed at significant risk, if funding is not improved. There is funding and support for pioneer schools and groups and therefore it may be argued that the ‘global’ schools budget makes provision. However, all other schools have to plan and prepare for the new curriculum with the resources provided that are solely intended for the delivery of the current education provision, not future provision.

At all our schools provision of all non-statutory activities is being reduced and at risk of ceasing. This means that the current school population of young people do not have access to the enriching experience that should be available to them. Schools are also increasingly expected to provide emotional and mental health support to young people, as provision previously provided by other services is reduced or withdrawn completely. We appear to have become the backstop for a whole range of services for which we are neither funded nor qualified.

Rightly, Welsh Government has as a priority to improved outcomes of learners. This is being undermined as schools are being driven to reduce numbers of teachers and school leaders at all levels, resulting in less time and capacity to improve standards. This also undermines the Education

Secretary's stated desire to reduce teacher workload; whilst the number of unnecessary tasks may have been or planned to be reduced, what remains is being done by fewer people. Regardless of pay, such working conditions are unlikely to attract new recruits to the profession, which is also an important priority for the Government and we are certainly finding it exceptionally difficult to recruit high quality candidates when posts are advertised in Pembrokeshire.

Welsh Government now has devolved responsibility for Teachers' Pay and Conditions for Wales. Welsh Government commissioned an independent panel to review the pay and conditions and to make recommendations that "would support the national mission for education in Wales". The recommendations in the recently released report 'Teaching: A Valued Profession', are ambitious and will require a significant allocation of resource to implement."

3. the relationship, balance and transparency between various sources of schools' funding, including core budgets and hypothecated funding;
4. the local government funding formula and the weighting given to education and school budgets specifically within the Local Government Settlement.
5. 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;

Response (3, 4 & 5)

Current arrangements through the Section 52 Report, provides a degree of transparency. However, as the level and means by which funds are delegated differs from Local Authority to Local Authority it is all but impossible to make a fair 'like for like' comparison. For example, one Local Authority may nominally delegate a higher percentage of the school's budget directly to schools in their area than an authority in another area, but that first authority may then 'require' schools to 'buy back' services from that authority, where the other authority may not. The current funding system via Local Authority can therefore create a 'gaming' environment, which appears to delegate a particular percentage of budgets to a school but in reality does not.

The other aspect of school funding that can lead to less transparency is the contribution made to education via local council tax. Clearly each local authority will have its own particular priorities but they also have significant contextual differences such as rurality which can require more resources being expended on transport. Such differences make comparisons less and less valid, more complex and therefore less transparent.

Unfortunately the more Welsh Government looks to have 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 the less autonomous and responsive the Local Authorities become in addressing local priorities.

Public money must clearly be spent on the purpose for which it is provided, but local authorities must be able to respond to local needs and priorities. Welsh Government might therefore be better served not by having oversight of how Local Authorities 'set' individual schools' budgets but by measuring outcomes (results). The point we believe is not about trying to 'regulate' specific inputs (resources) but the effective use of those resources.

6. progress and developments since previous Assembly Committees' reviews (for example those of the **Enterprise and Learning Committee in the Third Assembly**);

Response

We are unable to meaningfully contribute to this aspect of the committees work

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

Response

The continuing divergence between how schools are funded, the purpose of that funding and how school systems are structured in Wales compared to other parts of the UK makes useful comparison at least unhelpful and at worst impenetrable. This is because of the emergent dominance of the academy system in England and different academy models within it, where Local Education Authorities no longer operate in any comparative way to schools and Local Authorities in Wales.

Scotland and Ireland may have more structural similarities to Wales but different priorities for the funding of public services and how these are administered also makes direct comparisons unhelpful.

Therefore, the only comparator of value would appear to be the 'national spend per child of school age' on the provision of education' and how effectively that funding has been used to achieve that country's national education objectives. These objectives may be comparators to the performance of other nations relating to such things as GDP, PISA assessments, health and well-being indexes, etc. or a combination of several measures, but these would be for Welsh Government to determine on the basis of national priorities at any particular time. It would appear that for education these are already well defined for the current Welsh Government through four purposes of the new National Curriculum for Wales.

Cynulliad Cenedlaethol Cymru | National Assembly for Wales

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 04

Ymateb gan: Unigolyn a Phennaeth Response from: Individual and Head Teacher

Response to request for call for evidence from the Children, Young People and Education Committee inquiry into the sufficiency of funding in Wales and the way school budgets are determined and allocated. Below each focus, please see my response.

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

I feel that government, be it Welsh Government (WG) or Westminster, agree to pay rises, pension increases and the associated on-costs without then ensuring these commitments are catered for in settlements to local authorities (LA) and in turn to schools themselves. In no way is this a criticism of the agreement to pay increases etc. that are frankly long overdue.

Despite constantly told how much WG and LAs are putting into supporting school budgets, it is irrefutable that schools have faced successive real terms cuts in the levels of core funding available when cost increases and growing expectations and responsibilities are considered. The National Assembly's Research briefing entitled 'School Funding in Wales' highlights the following facts:

- Since the academic year 10-11 and the current academic year 18-19, local authority gross expenditure on schools has decreased in real terms by 7.9%.
- The average amount local authorities spent per pupil in 18-19 whilst being £266 higher than that spent in 10-11 is a real terms decrease of 7.5%.

This will only become worse if something is not done soon. The incoming Additional Learning Needs (ALNET) Bill changes will place even more responsibility on schools and local authorities. WG needs to consider the unintended consequences of ALNET as a matter of urgency if we are truly committed to meeting the needs of all children and young people.

With regard to how education funding in the context of other services' funding, the current level of additional funding to health and social care is unsustainable.

Additional funding announcements (whilst welcome when it seems we truly are at the point of no return) are ad hoc and serve to confuse and dilute genuine concerns and often when time and money has already been spent on processes to brace for the impact of budget cuts, such as redundancies.

Schools that don't have their budgets bolstered by PDG funding are inadequately funded and there is a significant amount of pupils for whom the PDG/LAC fund is aimed at supporting (namely those pupils formerly LAC and now adopted from care) who are missing out as there is no means of identifying where these pupils are in 'the system'.

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

The National Mission aims for a high quality education profession to teach our children. In Swansea, the amount of classes taught by an unqualified teacher has increased. Class sizes are increasing. Needs of ALN pupils are not being met. Education Improvement

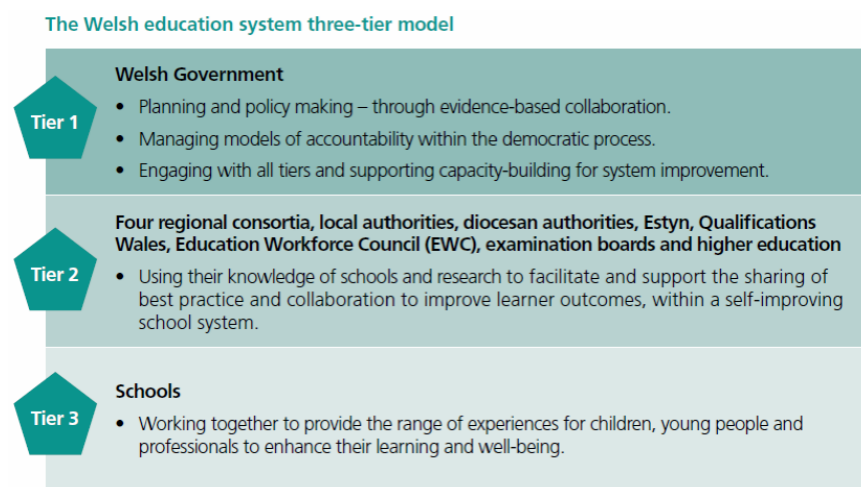
Grant funding used to more than adequately provide recommended staffing ratios to deliver foundation phase provision and allow for school improvement. Currently, it does not even provide enough funding to satisfy foundation phase recommendations. Mixed age classes have also increased. The number of schools able to meet the recommended adult:pupil ratio in Foundation Phase (1:8 Nursery and Reception and 1:15 Years 1 and 2) has decreased.

With regard to 'inspirational leaders'. Leaders are under so much pressure due to the 'high-stakes' accountability system in Wales and the pressure of budgets and staffing their schools that many certainly do not feel in any position to 'inspire' others. This is further compounded by the recommendations regarding pay and conditions (Prof. Mick Waters et al) recently published, which certainly do not deliver the promised "no detriment" for school leaders in Wales. In addition, Prof Mick Walters proposed to streamline the old 54 teaching standards. This is not the case in the published new Teaching and Leadership Standards.

The National mission aims for 'strong and inclusive schools committed to excellence, equity and well-being'. Schools do not have sufficient funds to put suitably qualified, high- quality staff in classes. With regard to being inclusive, many Swansea schools struggle to ensure adequate provision meeting the needs of learners with statements (let alone those without a statement of ALN) and feel this will get worse with the introduction of ALNET. The National Mission recognises 'well-being' as including mental health. Schools are dealing more and more with mental health issues of both its pupils and others associated with those pupils. Waiting lists to access CAHMS are long. There is insufficient support for schools to be able to deliver this aspect of the National Mission.

The National Mission intends to ‘utilise the relevant technologies and skills to transform the digital competence of our learners’. This will be undeliverable within the context of ever increasing real terms cuts to deleted budgets. Who pays for the infrastructure, hardware, software and staff expertise to be able to deliver this element? In primary schools, the task of school ‘technician’ usually falls to someone who has shown some aptitude with technology. However, this person has other responsibilities and this is simply more work for them to do with little or no training or remuneration.

The National Mission’s Three-tier Model inadvertently sums up the current situation quite well pictorially (see below). The top tiers bearing down on schools (Tier 3) and the middle tier being heavy with various organisations all in receipt of funding from WG and all contributing to the pressure schools are facing. A colleague’s FOI request regarding the amount of funding given to Tier 2 was not answered satisfactorily by WG. There is a lack of transparency in how funding in Wales is spent in tiers 1 & 2.



- *the relationship, balance and transparency between various sources of schools’ funding, including core budgets and hypothecated funding*

As mentioned above, there is a lack of transparency in how funding in Wales is spent in tiers 1 & 2 of the three-tier model. Tier 1 tells schools that money is being put into supporting schools and tier 2 tells schools it is not enough and then can’t agree between themselves (LA v Region) how much funding they receive/give and what that funding should be spent on.

There is too much duplication between regional and LA work/responsibilities and this is a waste of money that could be better used by schools. Schools are not properly consulted with regard to what they need. Regional initiatives are often rushed, are not differentiated to meet the individual school’s needs, not properly thought through and often require a disproportionate amount of

paperwork to access the initiatives. With confidence in the middle tier low and a complete lack of impact evaluation, the question of whether Wales can either truly afford or needs this unnecessary additional layer of governance must be candidly and transparently addressed. In our experience, there is also a lack of transparency regarding budget spend/allocation by regions

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

I recognise that education remains a relative priority but is not funded nearly as well as other areas seem to be. I am not familiar with the formula but it would appear to have a disproportionate weighting on rurality. Is this additional funding for small and rural schools having the desired impact? Have other ways of operating small and rural schools been investigated? I work and live in Wales' second largest city. A mostly urban city with high levels of ALN, deprivation, and EAL; yet we are consistently one of the worst funded LAs. Why is that (given that research highlights poverty and deprivation as posing the greatest risk to pupil achievement)? This will have huge implications when the ALNET is implemented.

- *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*

The OECD suggests a national funding formula. I agree as a headteacher and as a parent that each child in Wales should be worth the same. However, if the current formula for allocating money to LAs and the LA formulae for allocating to schools should not be used as a model for all going forward. Transparency over what the weightings will be etc. need to be consulted widely on before implementing a national funding formula. It surely can't be efficient for a country the size of Wales to have 22 different funding formulae. Pupils from 'affluent' areas should not be penalised for their postcode. They too can have emotional, physical and educational needs that schools must meet, whilst the impact of in-work poverty must not be ignored. Before any national formula could be explored, however, we need to be sure that there is sufficient funding in the whole system, otherwise the inadequacies in funding will simply be spread more widely.

Furthermore, the adequacy of as crude an indicator as FSM must be properly scrutinised.

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

Unable to comment.

- *the availability and use of comparisons between education funding and school budgets in Wales and other UK nations*

It is difficult to make a meaningful comparison. There are suggestions that the gap between per pupil funding in Wales and England has reduced to the point of being negligible. However, this is not because of increased funding in Wales. the research briefing states 'there has been a greater per pupil funding reduction in England (8%) than in Wales (5%) since 2009-10'. There also remain significant differences in what each of the 22 LAs in Wales spend per pupil, let alone the country as a whole compared to other countries. Therefore, until the LA variations are evened out, a national 'average' per pupil spend is an unhelpful comparator.

Ultimately, WG has very ambitious plans to have an education system that is a world leader. Ambitions that I applaud. However, that simply will not be achieved if funded at current levels and if this situation continues WG might have to revise its ambitions and be satisfied with a very basic education system, one in which many large classes are taught by unqualified teachers and schools are led by increasingly de-motivated leaders.

Cynulliad Cenedlaethol Cymru | National Assembly for Wales

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 05

Ymateb gan: Cymdeithas y Seicolegwyr Addysg

Response from: Association of Educational Psychologists

Introduction

The Association of Educational Psychologists (AEP) is the professional association and trade union for the 3,200 Educational Psychologists across the UK. In Wales the AEP has around 200 members.

The educational psychology (EP) profession is a highly skilled and essential element in the nation's workforce, with specialist training in applying psychology in education. To become qualified, EPs must have a degree in psychology, some experience working with children in appropriate settings, and have completed a three-year doctoral course. EPs are regulated by the Health and Care Professions Council to ensure that they adhere to the highest professional standards.

EPs in Wales

Most EPs in Wales are employed by local authorities (LAs), each of which has an educational psychology service (EPS), but the model of service delivery varies across the country.

EPs work in schools and other settings with children and young people (CYP) to support their development, well-being, resilience, learning and achievement. They are experts in responding to the ALN (Additional Learning Needs) and mental health issues of children and young people. They have a duty to contribute to the statutory process of statements of SEN. More broadly, they support the emotional wellbeing of all pupils and staff, and work towards a whole school approach to good mental health. This might include:

- Assessments and observations of CYP.
- Guidance and advice on interventions and support for the individual child, groups of children, the whole class, the year group, or the whole school.
- Providing professional development, training, or consultation for teachers and other professionals.
- Direct work with parents and carers in their responses to their children.
- Working at a strategic level with the local authority in relation to ALN policy and implementation.
- Supporting communities following a critical incident such as the death of a member of staff or pupil.

Response – key points

In order to formulate this inquiry response, the AEP requested feedback from all EP services in Wales and collated the evidence received into an overall response. This document makes the following key points:

- The reduction in centrally-retained budgets and the delegation of funding to schools has had a negative impact on support services like EPs, as schools often do not have the time or the resources to prioritise and use the services appropriately.
- Delegation of budgets has led to an inconsistent patchwork of provision and a “postcode lottery” for the CYP accessing these services. Schools cannot ensure equity and transparency across the LA.
- It is unreasonable to expect schools to be aware of and adequately prioritise the delivery of key Government targets and policies, and indeed our members report that this does not happen on the ground.
- As a result, it is the opinion of the AEP that the current model inhibits delivery of the Welsh Government’s policy objectives, particularly in relation to ALN reforms (see below).
- There is also a concern amongst members that, once delegated to schools, the process of deploying budgets is not open and transparent, nor open to challenge.
- The AEP would like to see a clearer formula funding and allocation to ALN provision and Pastoral Care in school budgets which protect these posts in schools.
- Many of our members report that, at a time when the Government is implementing reforms, including to ALN provision, smaller pockets of funding could have a much larger impact if they were pooled at level of the LA.
- The AEP calls on the Committee to consider the experience of EPs in England, where the delegation of school funding has meant that EP services are increasingly being “traded” or “bought in” from the budgets of individual schools.
- When services are provided in this way, the cost implications have meant that the capacity of EPs to provide a full range of support to schools, including preventative work, is severely limited. This is detrimental the school and the community, but particularly to CYP with ALN.

Impact on the provision of services for Additional Learning Needs

- Schools have not received sufficient budgets in recent years to continue with the same level of ALN provision and staff as previously happened. Effective interventions, which have supported childrens ALN, wellbeing and inclusion, have been cut. Some examples of this include:

- Schools feel they are unable to provide the staff time for important pupil interventions, such as 1:1 and group sessions to address learning needs.
- School staff are not afforded time for meetings to consult with EPs and other experts to develop person-centred approaches to learning.
- Owing to time constraints, many schools feel the best way of using EPs is through statutory assessment. As a result, statutory assessment is being used as a first step, rather than early interventions aimed at supporting the CYP.
- Schools are increasingly requesting EP support for tasks that they could complete themselves, but no longer feel that they have the time for, such as information for exam concessions in secondary school, and dyslexia risk screening in primary school.
- Some schools feel they can no longer send staff on training sessions offered by the local authority because of time and resource pressures. Some courses have been cancelled due to insufficient numbers in attendance, despite demand from many schools in order to best support vulnerable pupils.
- As a consequence, LAs have needed to increase capacity in specialist ALN provision and manage waiting lists.
- Unfortunate messages are being given by schools to parents that they do not have enough funding to meet their child's ALN needs. This is undermining confidence in an inclusive school system.
- There are insufficient resources and time provided for in school budgets to support the development of person-centred strategies for children and young people.

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 06

Ymateb gan: Cyngor Bwrdeistref Sirol Castell-nedd Port Talbot
Response from: Neath Port Talbot County Borough Council

Areas of focus	Comments:
<p>The sufficiency of provision for school budgets, in the context of other public service budgets and available resources</p>	<p>Funding needs to be mainlined into schools via the RSG. Hypothecated grants that are currently provided to regional consortia need to be transferred into the RSG in order that local authorities can maximise the funding of schools.</p> <p>Attracting and retaining an adequate teaching workforce is a policy imperative. Teachers are the most important resource in schools and the quality and effectiveness of their teaching is essential for pupil learning (Rockoff, 2004; OECD, 2005). Resource heavy regional models are denying schools the funding they need to employ staff.</p> <p>Schools are facing increased demands relating to ALN and curriculum reform, however WG is not funding these areas of growth sufficiently.</p> <p>Early intervention and preventative provision should be prioritised with increased funding for areas relating to Early Years / Foundation Phase.</p> <p>More discretion / flexibility on funding should be given to schools and LG.</p> <p>Support for vulnerable pupils, eg Traveler / Gypsy Roma needs to be funded based on known need in each LA. Developing an equitable distribution of school funding requires us to take into account both horizontal equity (allocating similar levels of resources to similar types of provision) and vertical equity (allocating different levels of resources to pupil groups with different needs).</p> <p>Similarly, LG needs to receive sufficient funding for pupils with complex needs who may need specialist provision.</p> <p>The total Education IBA within the Local Government Settlement has increased from £2.133bn in 2009-10 to £2.242bn in 2018-19. The provisional settlement for</p>

	<p>2019-20 sees a slight increase of £20m to £2.262bn. However if it wasn't for the additional £13.7m for the September 2018 Teachers pay award and £7m for Free School Meals the amount of funding made available for 2019-20 would be cash flat. It should be noted that the 2019-20 Provisional Local Government Settlement provides no additional funds to schools next year to pay for pay awards and inflation which are expected to be 2%. In addition there has been no monies provided to pay for the increased costs of Teachers Pension costs estimated t £41m for 2019-20 and £70m in a full year. This means that the education services and schools in particular will be facing extremely difficult decisions to balance their budgets and compulsory redundancies will occur unless significant new monies are invested in the service.</p>
<p>The extent to which the level of provision for school budgets complements or inhibits delivery of the Welsh Government's policy objectives</p>	<p>It matters most that the funding reaches school budgets to allow senior leaders and governors to make locally informed decisions on policy implementation. Currently, too much 'school improvement' funding is delivered to regional consortia and is invariably diminished before it reaches the classroom. Grant funding is often delivered late and does not allow schools to plan policy implementation in coherent ways. In times of intense policy implementation, eg curriculum reform, ALNET, funding should increase based on informed decisions regarding demand on school and local authority staff.</p> <p>If schools are deliver the National Mission, then funding needs to be delivered to the front line in greater amount than it is currently; based on local authority analysis the WLGA is estimating 1000 teaching job losses across Wales during this current academic year. Welsh Government needs to be reminded that job losses (compulsory redundancy) have been a constant feature of the schools' landscape over the past 10 years.</p> <p>The Additional Learning Needs Act has been assessed by WG as having only a marginal impact on the costs faced by local authorities. This is despite the fact that the Act extends the age of support to 0 to 25 years, all pupils will be entitled to an Independent Learning Plan, some 26% of pupil numbers in NPT. This being an increase from 4% of pupils currently in receipt of SEN plans. It is envisaged that as all of these pupils and their families will need to be assessed and then</p>

	<p>reviewed annually this will significantly increase the need for Educational Psychologists and administration arrangements both in schools and in the Council's Learning Needs Service Departments.</p> <p>It should not be lost that schools are being expected, increasingly, to manage and support pupil wellbeing, mental health issues, issues relating to adverse childhood experiences, substance misuse, sexual relationship education, eating disorders / obesity, extra-curricular activities, bereavement and loss, etc, etc, with diminished budgets.</p>
<p>The relationship, balance and transparency between various sources of schools' funding, including core budgets and hypothecated funding</p>	<p>We need to increase trust in school leaders' ability to fund teaching and learning sustainably through core budgets and reduce reliance on short term hypothecated grants. We need to incentivise schools to work within clusters and thereby securing an increased return on funding by developing a partnership approach to key areas of learning and support, eg literacy, ALN etc. We also need to provide schools with guidance on how to share back office functions, allowing more funding to reach the pupil. Schools need longer term funding commitments allowing them to plan improvement over a three / multi year period with greater surety on budgets.</p>
<p>The local government funding formula and the weighting given to education and school budgets specifically within the Local Government Settlement</p>	<p>Education must be a priority. A funding commitment over a three / multi year period needs to be given allowing key reform aspects to be embedded and pupils given the learning provision they deserve. We accept that there are efficiencies to be made within the funding regime, however savings should be secured in an intelligent and safe way.</p> <p>We need to consider developing central guidelines regarding a minimum number of administrative staff for schools of a certain size. Adequate support structures with administrative staff and distributed leadership arrangements are important to reconcile administrative and managerial tasks with pedagogical leadership.</p> <p>Aspects relating to pupil wellbeing should be taken into greater account within the LG settlement.</p> <p>Public spending on education across the OECD has lagged behind the growth of GDP since 2010.</p> <p>Spending on education in Wales has reduced by 10% over the past 10 years, compared with a standstill (0%) position on social services and a 21% increase in</p>

	<p>spending on health. If the Welsh Government chooses to favour health over local government, then it should at least maximize the funding of schools.</p>
<p>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</p>	<p>We have no issue with monitoring and challenge by WG on how LAs fund schools. However, too much funding is currently directed by WG without understanding local context and priorities. It is national government's responsibility to set policy and it should be for local government to decide on how policy can be implemented most effectively and efficiently in partnership with schools. Too many directly funded projects have resulted in wasted resources, eg Schools Challenge Cymru, that should have been transferred into the RSG to support classroom provision for all pupils.</p> <p>Oversight needs to be intelligent, based on discussion and not a mechanistic compliance model that does not account for local context.</p> <p>Increased responsibility of schools over their own budget further needs to be accompanied by effective school self-evaluation and accountability mechanisms. More regulations should be developed to prevent the accumulation of excessive surpluses and for funds to be repatriated to the quantum.</p>
<p>Progress and developments since previous Assembly Committees' reviews (for example those of the Enterprise and Learning Committee in the Third Assembly)</p>	<p>The recommendations from the 2009 enquiry into school funding have not been progressed to the extent they should or could have. Similar concerns were raised regarding grant funding, when it was recommended that WG should reduce the bureaucracy of administering (grants) but seek to replace inappropriate use of grants with a more targeted and sustainable approach. This matter remains unresolved and, arguably, has been exasperated.</p> <p>The role of School Forums remains inconsistent and good practice has not impacted positively on their operation.</p>
<p>The availability and use of comparisons between education funding and school budgets in Wales and other UK nations</p>	<p>Largely of no value. It is becoming increasingly difficult to compare one funding system with another because of the varying approaches. Current comparisons add very little to our intelligence of what counts for effective funding. Similarly, mechanisms within Wales to account for per pupil funding and reserve / deficit positions need to be reviewed to secure reliability.</p>

	<p>Current statistical bulletins provide information on planned funding levels and do not provide clarity on outturn information. Value for money comparisons need to be developed allowing for the intricacies of school funding. Efficiency should not just be considered in economical terms, it should also (mainly) be considered from an educational angle, and its impact on standards.</p>
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Cynulliad Cenedlaethol Cymru | National Assembly for Wales

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 07

Ymateb gan: Pwyllgor Trosolwg a Chraffu Ysgolion a Dysgu Cyngor Sir Benfro Response from: Pembrokeshire County Council's Schools and Learning Overview and Scrutiny Committee

Responses to each focus question are as follows;

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

The Committee considers that there an over-reliance on grant funding and that funding for Education and Schools should be ring fenced as part of the Revenue Support Grant.

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

No response

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

The Committee values current arrangements in which Education budgets are delegated to Local Authorities by Welsh Government and then by Local Authorities to Schools, and believes that it is important in terms of ensuring value for money that this process is retained.

The Committee considers, however, that current regional structures do not offer value for money and that funding for Challenge Advisors should be provided directly to Local Authorities as part of the Revenue Support Grant rather than being filtered through ERW (Education through Regional Working), to remove the duplication that currently exists.

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

The Committee considers that a review of the Standard Spending Assessment formula is required, due to the fact that the current formula is weighted against rural Local Authorities such as Pembrokeshire and that issues related to the 'sparsity' factor are not given enough weighting. In addition to having some of the most deprived areas in Wales, Pembrokeshire is disadvantaged due to its rural nature, having smaller school sizes and a significant school transport bill. Rural

deprivation and deprivation to accessible services should increasingly become a more prominent factor in how the RSG is determined.

- 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;

No response

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

No response

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

No response

Cynulliad Cenedlaethol Cymru | National Assembly for Wales

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 07

Ymateb gan: Pwyllgor Trosolwg a Chraffu Ysgolion a Dysgu Cyngor Sir Benfro Response from: Pembrokeshire County Council's Schools and Learning Overview and Scrutiny Committee

Mae'r ymatebion i bob cwestiwn fel a ganlyn:

- digonolrwydd cyllidebau ysgolion, yng nghyd-destun cyllidebau gwasanaethau cyhoeddus eraill a'r adnoddau sydd ar gael;

Mae'r Pwyllgor o'r farn y dibynnir gormod ar gyllid grant ac y dylai cyllid ar gyfer Addysg ac Ysgolion gael ei glustnodi yn rhan o'r Grant Cynnal Refeniw.

- 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;

Dim ymateb

- y berthynas, cydbwysedd a thryloywder rhwng ffynonellau cyllid amrywiol ysgolion, gan gynnwys cyllidebau craidd a chyllid neilltuedig;

Mae'r Pwyllgor yn gwerthfawrogi'r trefniadau presennol lle mae cyllidebau Addysg yn cael eu dirprwyo gan Lywodraeth Cymru i Awdurdodau Lleol, ac yna gan Awdurdodau Lleol i Ysgolion, ac mae'n credu ei bod yn bwysig i'r broses hon barhau er mwyn sicrhau gwerth am arian.

Fodd bynnag, mae'r Pwyllgor o'r farn nad yw'r strwythurau rhanbarthol presennol yn cynnig gwerth am arian ac y dylai cyllid ar gyfer Cyngorwyr Herio gael ei ddarparu'n uniongyrchol i Awdurdodau Lleol yn rhan o'r Grant Cynnal Refeniw yn hytrach na chael ei hidlo trwy ERW (Ein Rhanbarth ar Waith), i ddileu'r dyblygu sy'n bodoli ar hyn o bryd.

- y fformiwla ariannu llywodraeth leol a'r pwysoliad a roddir i gyllidebau addysg a chyllidebau ysgolion yn benodol yn y Setliad Llywodraeth Leol;

Mae'r Pwyllgor o'r farn bod angen adolygu'r fformiwla ar gyfer yr Aseiad o Wariant Safonol, oherwydd y ffaith bod y fformiwla bresennol wedi'i phwysoli yn erbyn Awdurdodau Lleol gwledig fel Sir Benfro ac na roddir digon o bwysoliad i faterion yn ymwneud â'r ffactor 'teneurwydd poblogaeth'. Yn ogystal â bod â rhai o'r ardaloedd mwyaf difreintiedig yng Nghymru, mae Sir Benfro dan anfantais o ganlyniad i'w natur wledig, oherwydd bod ganddi ysgolion llai a bil trafndiaeth ysgol sylweddol. Dylai amddifadedd gwledig ac amddifadedd i wasanaethau

hygyrch ddod fwyfwy amlwg yn y ffordd y mae'r Grant Cynnal Refeniw yn cael ei bennu.

- 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;

Dim ymateb

- y cynnydd a'r datblygiadau ers adolygiadau blaenorol pwyllgorau'r Cynulliad (er enghraifft, rhai'r Pwyllgor Menter a Dysgu yn y Trydydd Cynulliad); ac

Dim ymateb

- argaeledd cymariaethau rhwng cyllid addysg a chyllidebau ysgolion yng Nghymru a gwledydd eraill y DU a'r defnydd ohonynt.

Dim ymateb

Cynulliad Cenedlaethol Cymru | National Assembly for Wales

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 08

Ymateb gan: Cyngor gwynedd
Response from: Gwynedd Council

Areas of focus	Comments:																														
The sufficiency of provision for school budgets, in the context of other public service budgets and available resources	<p>Ers 2010/11 mae Cyngor Gwynedd wedi gorfod wynebu gostyngiad o -0.9% y flwyddyn, ar gyfartaledd, yn y grant canolog ddaw gan Lywodraeth Cymru (ar ôl addasu ar gyfer cyfrifoldebau newydd).</p> <p>Dros yr un cyfnod mae cost darparu gwasanaethau'r Cyngor wedi cynyddu oherwydd costau chwyddiant (cyfartaledd o +2.2% y flwyddyn) a mwyo alw am wasanaethau (er enghraifft, mae'r nifer pobl dros 85 oed sy'n byw yng Ngwynedd wedi cynyddu dros 20%).</p> <p>Er gwaethaf y cyd-destun hynod heriol yma mae'r Cyngor wedi bod yn gwarchod cyllidebau ysgolion yn gyson, a hynny ar draul y cyllid sydd ar gael i weddill y gwasanaethau, fel a ddangosir yn y graff isod:</p> <div data-bbox="478 1355 1396 1825"><p>Cyllideb net Cyngor Gwynedd, gan addasu ar gyfer trosglwyddiadau i'r setliad a newidiadau datganoli (Indecs 2010/11 = 100)</p><table border="1"><thead><tr><th>Yr</th><th>Ysgolion</th><th>Gweddill</th></tr></thead><tbody><tr><td>2010/11</td><td>100</td><td>100</td></tr><tr><td>2011/12</td><td>100</td><td>99</td></tr><tr><td>2012/13</td><td>101</td><td>100</td></tr><tr><td>2013/14</td><td>103</td><td>103</td></tr><tr><td>2014/15</td><td>101</td><td>100</td></tr><tr><td>2015/16</td><td>102</td><td>96</td></tr><tr><td>2016/17</td><td>103</td><td>96</td></tr><tr><td>2017/18</td><td>105</td><td>98</td></tr><tr><td>2018/19</td><td>107</td><td>101</td></tr></tbody></table></div> <p>Yng Ngwynedd felly mae gwariant ar ysgolion wedi cynyddu dros y cyfnod (ar ôl addasu ar gyfer trosglwyddo adnoddau i'r setliad a gwahanol bolisiau datganoli) tra mae gwariant ar yr holl feysydd eraill (yn cynnwys gofal</p>	Yr	Ysgolion	Gweddill	2010/11	100	100	2011/12	100	99	2012/13	101	100	2013/14	103	103	2014/15	101	100	2015/16	102	96	2016/17	103	96	2017/18	105	98	2018/19	107	101
Yr	Ysgolion	Gweddill																													
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2012/13	101	100																													
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2014/15	101	100																													
2015/16	102	96																													
2016/17	103	96																													
2017/18	105	98																													
2018/19	107	101																													

	<p>oedolion a phlant, gwastraff a phrifyrdd) wedi fwy neu lai aros yn ei unfan. Nid yw parhau â'r patrwm yma yn mynd i fod yn gynladwy i'r dyfodol.</p>
<p>The extent to which the level of provision for school budgets complements or inhibits delivery of the Welsh Government's policy objectives</p>	<p>Dim sylwadau</p>
<p>The relationship, balance and transparency between various sources of schools' funding, including core budgets and hypothecated funding</p>	<p>Dros y blynyddoedd mae Llywodraeth Cymru wedi cyflwyno nifer fawr o grantiau penodol ar gyfer cyllido elfennau o wariant ar ysgolion. Mae hyn yn peri problemau oherwydd</p> <ul style="list-style-type: none"> • nifer a maint y gwahanol grantiau dan sylw • yr angen i adrodd a thystiolaethu gwariant ar nifer helaeth ohonynt – sydd efo goblygiadau adnoddau i gynghorau • er y gall cyllido drwy grant wneud synnwyr ar gyfer cyflwyno rhai cynlluniau un-tro neu gynlluniau newydd sydd angen amser i ddod yn rhan o wariant prif-lif, mewn nifer o achosion mae'n aneglur pam bod y Llywodraeth wedi dewis ariannu drwy grant yn hytrach na drwy gyllid craidd • fod nifer o'r grantiau yma yn cael eu sianelu drwy'r consortia addysg rhanbarthol, sy'n codi cwestiynau am eglurder ac atebolrwydd rôl awdurdodau lleol • mae ansicrwydd cyson wedi bod ynglŷn â dyfodol nifer o'r grantiau, yn cynnwys p'run ai / pryd fyddent yn trosglwyddo i'r setliad cyffredinol • mae toriadau sylweddol ac annisgwyl wedi'u gwneud i nifer o'r grantiau yma rhwng un flwyddyn a'r llall, er gwaetha'r ffaith fod nifer ohonynt yn ariannu ymrwymadau pwysig a pharhaol. <p>Un enghraifft o hyn yw'r grant Cyfnod Sylfaen. Bu cyflwyno'r Cyfnod Sylfaen yn un o brif flaenoriaethau'r Llywodraeth dros y blynyddoedd diwethaf, ac roedd yn golygu gwariant ychwanegol sylweddol i ysgolion, oedd yn cynyddu o flwyddyn i flwyddyn i ddechrau, wrth i'r gyfundrefn newydd gyrraedd mwy o ystod oedrannau.</p>

	<p>Roedd yn gwneud synnwyr felly i'r gofynion gael eu cyllido drwy grant penodol ar y dechrau, ac fe gyflwynwyd grant o £25m ar draws Cymru yn 2008/09, oedd yn cynyddu fesul blwyddyn nes cyrraedd £99m yn 2013/14.</p> <p>Ers hynny, fodd bynnag:</p> <ul style="list-style-type: none"> ➤ cafodd swm y grant ei dorri o £99.0m i £97.9m yn 2014/15 ➤ yn 2015/16, cafodd y grant yma ei gyfuno efo 10 o grantiau eraill i ffurfio'r Grant Gwella Addysg (roedd yr elfen Cyfnod Sylfaen yn ffurfio tua 65% o gyfanswm y grant cyfun newydd). Ar yr un pryd, fodd bynnag, cafodd cyfanswm y grant newydd ei dorri 7% o'i gymharu â chyfanswm y cyn-grantiau ➤ Cafwyd gostyngiadau sylweddol pellach yng nghyfanswm y grant newydd dros y blynyddoedd dilynol (6% yn 2016/17, 1% yn 2017/18 ac 11% yn 2018/19). <p>Mewn gwirionedd 'does dim rheswm o gwbl pam nad yw cyllid y Cyfnod Sylfaen wedi trosglwyddo i'r setliad cyffredinol erbyn hyn, dros ddegawd ers ei gyflwyno. Gan ei fod yn parhau'n grant penodol, mae'r arian nid yn unig yn annigonol erbyn hyn i gwrdd â chwyddiant dros y cyfnod, ond mae ysgolion ac awdurdodau lleol wedi gorfod dioddef toriadau mympwyol ac annisgwyl yn swm yr arian sydd ar gael. Nid yw hyn yn ffordd synhwyrol na theg o ariannu un o brif flaenoriaethau polisi Llywodraeth Cymru ym maes addysg.</p>
<p>The local government funding formula and the weighting given to education and school budgets specifically within the Local Government Settlement</p>	<p>Mewn un ystyr mae'r cwestiwn yma yn amherthnasol - mae'r grant canolog ddaw drwy'r setliad llywodraeth leol i fod ar gyfer ariannu gwariant llywodraeth leol yn ei gyfanrwydd ac nid oes rhan ohono yn cael ei neilltuo ar gyfer ysgolion nag unrhyw faes gwasanaeth arall.</p> <p>Fodd bynnag, mae'n amlwg yn bwysig fod y fformiwla cyllido (yn cynnwys y rhan o'r fformiwla sydd i fod i adlewyrchu cost darparu addysg) yn gweithio mewn ffordd deg, a bod modd deall ac egluro pam bod y swm grant gaiff Cyngor Gwynedd (ac o fewn hynny yr elfen syniannol ar gyfer Addysg) yn newid rhwng un flwyddyn a'r llall.</p> <p>Oherwydd y ffordd mae'r fformiwla ar gyfer elfen Addysg y setliad yn gweithio, gallai 'Indicator Based Assessment'</p>

(IBA) Addysg Gwynedd fod yn newid o un flwyddyn i'r llall oherwydd un ai:

- newid yng nghyfanswm yr arian ar gyfer llywodraeth leol yng nghyllideb Llywodraeth Cymru (Grant Cynnal Refeniw + Trethi Annomestig);
- newid yn y cyfran o gyllideb cynghorau Cymru a ddynodwyd i Addysg yn y flwyddyn cynt (e.e. mae setliad 2018/19 yn defnyddio'r cyfran o gyfanswm cyllideb cynghorau Cymru roddwyd i Addysg yn 2017/18);
- newid yn y cyfran o wariant Addysg cynghorau Cymru a wariwyd ar bob sector (cynradd, uwchradd, arbennig, ayb) ddwy flynedd yn ôl (e.e. mae setliad 2018/19 yn defnyddio'r cyfran wariwyd ar bob sector yn 2016/17);
- newid yn niferoedd disgyblion Gwynedd ddigwyddodd 15 mis cyn blwyddyn ariannol y setliad (e.e. mae setliad 2018/19 yn defnyddio data nifer disgyblion Ionawr 2017);
- hefyd - newid yn niferoedd disgyblion gweddill Cymru hyd yn oed pe bai niferoedd Gwynedd heb newid (gan mai ar sail cyfran o ddisgyblion Cymru mae'r fformiwla yn gweithio);
- newid yn niferoedd Gwynedd (neu gynghorau eraill) o ddisgyblion yn hawlio cinio am ddim (eto ar sail data Ionawr 15 mis cyn blwyddyn y setliad);
- unrhyw newid yn y dangosydd 'gwasgaredd' ddefnyddir i adlewyrchu costau uwch mewn ardal wledig (er, ar hyn o bryd mae'r dangosydd yma yn seiliedig ar ddata o Gyfrifiad 1991);
- unrhyw newid i bwysoliad ('weighting') y gwahanol ffactorau uchod yn y fformiwla.

Mewn gwirionedd, byddai'r rhan fwyaf o'r newidiadau uchod yn digwydd ar draws ei gilydd mewn unrhyw flwyddyn ariannol. Mae hyn yn ei gwneud yn arbennig o anodd i ni fel Cyngor ddeall, heb sôn am geisio egluro i'n trigolion, y newid blynyddol yn y symiau a p'run ai oes modd cyfiawnhau'r newidiadau yma. Mae'n anodd iawn hefyd gwneud y cyswllt uniongychol rhwng canlyniad y fformiwla a'r hyn mae'r fformiwla i fod i'w gyllido - sef ar ei symlaf, staff yn addysgu disgyblion mewn adeiladau.

I oresgyn y problemau hyn, byddai'n well cael dull sylfaenol wahanol o lunio'r fformiwla cyllido - fel ei fod yn seiliedig ar fesurau syml a gwrthrychol o'r angen i wario. Er enghraifft, mae'n debygol bod y gost o redeg ysgol

	<p>gynradd yn cynnwys elfen sefydlog (cost sylfaenol rhedeg ysgol, waeth pa mor fach ydyw e.e. pennaeth, costau gwresogi a goleuo ar gyfer yr adeilad ysgol lleiaf bosib ac ati) yn ogystal ag elfen amrywiol (costau sy'n cynyddu yn ôl nifer y disgyblion, e.e. staff dysgu ychwanegol, mwy o lyfrau a deunyddiau ac ati). Dylai fod yn bosib pennu beth yw maint pob elfen ar sail empirig.</p> <p>Gellid wedyn seilio'r fformiwla ar gyfer Addysg Gynradd ar hyn, h.y. £x y disgybl ac £y yr ysgol (gyda nifer yr ysgolion yn dibynnu ar nifer y disgyblion ac ar batrwm aneddiadau pob awdurdod). Byddai hyn yn fwy tryloyw, ac yn llawer haws i'w berthnasu i'r gwir gostau y mae awdurdodau yn eu hwynebu. Byddai'n llawer iawn haws hefyd egluro'r newidiadau o un flwyddyn i'r llall (e.e. mae nifer y disgyblion A yn llai bellach ac felly mae angen B yn llai o ysgolion; felly, mae eich dyraniad yn cael ei ostwng (A x £x) ar gyfer staff a deunyddiau a (B x £y) ar gyfer nifer yr ysgolion).</p>
<p>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</p>	<p>Mae gosod Cyllideb Ysgol Unigol (CYI) a dosbarthu'r CYI yn ddau fater ar wahân.</p> <p>Yn arferol mae gosod y CYI blynyddol yn golygu ystyried nifer o ffactorau gan gynnwys –</p> <ul style="list-style-type: none"> • Archwilio lefelau cyllido presennol yn erbyn lefelau cyllido awdurdodau eraill • Cynnydd mewn costau (tal, yswiriant gwladol, pensiwn, chwyddiant ayb) • Newidiadau demograffeg disgyblion • Blaenoriaethau Cynllun Strategol yr Awdurdod • Oblygiadau ariannol Setliad Llywodraeth Leol gan gynnwys strategaethau ariannol • Costau ychwanegol ynghlwm i ddeddfwriaeth newydd/diwygiedig • ayb <p>Mae dosbarthu'r CYI yn cael ei lywodraethu gan y Rheoliadau Ariannu Ysgolion (Cymru) 2010 Os yw L.I.C. eisiau dealltwriaeth am ddulliau dosbarthu A.L.I. gellid casglu'r wybodaeth o Rhan 2 o'r Datganiad Cyllideb Adran 52 blynyddol. Yn amlwg mi fydd yna wahaniaethau rhwng dulliau dosbarthu A.L.I. gan y byddant yn adlewyrchu gofynion a blaenoriaethau lleol.</p>
<p>Progress and developments</p>	<p>Dim sylwadau</p>

<p>since previous Assembly Committees' reviews (for example those of the Enterprise and Learning Committee in the Third Assembly)</p>	
<p>The availability and use of comparisons between education funding and school budgets in Wales and other UK nations</p>	<p>Mae dadansoddiadau o wariant cymharol ar addysg / ysgolion yn cael eu cynhyrchu gan Lywodraeth Cymru ac rydym yn gwneud peth gwaith cymharol ein hunain hefyd er mwyn tyrchu'n ddyfnach i'r cymariaethau. Mae'r cymariaethau hyn yn rhan o'r wybodaeth sydd ar gael i aelodau wrth wneud penderfyniadau cyllido blynyddol, ond y prif ystyriaethau wrth gwrs yw anghenion gwario gwahanol wasanaethau'r Cyngor a'r adnodd sydd ar gael i ddiwallu hynny, yn hytrach na cheisio dilyn penderfyniadau gwario pob cyngor arall.</p> <p>Mae'r ffaith bod amgylchiadau pob awdurdod yn wahanol (e.e. o ran natur a sgôp darpariaeth addysg arbennig) yn cymhlethu'r darlun hefyd, ac yn golygu bod angen gofal wrth ddehongli cymariaethau gwariant.</p> <p>Oherwydd gwahaniaethau cynyddol ym mholisi / natur darpariaeth Addysg ar draws Prydain (e.e. datblygiad 'academïau' yn Lloegr) nid yw cymariaethau gyda gwledydd eraill y DU ar gael yn gyffredinol erbyn hyn, ond nid oedd cymariaethau o'r fath o lawer o ddefnydd i ni p'run bynnag.</p>

Cynulliad Cenedlaethol Cymru | National Assembly for Wales
Y Pwyllgor Plant, Pobl Ifanc ac Addysg | Children, Young People and
Education Committee

Cyllido Ysgolion yng Nghymru | School Funding in Wales
SF 09

Ymateb gan: Comisiynydd Plant Cymru
Response from: Children's Commissioner for Wales

Date / Dyddiad: 10/12/2018

Subject / Pwnc: School Funding in Wales

Background information about the Children's Commissioner for Wales

The Children's Commissioner for Wales' principal aim is to safeguard and promote the rights and welfare of children. In exercising their functions, the Commissioner must have regard to the United Nations Convention on the Rights of the Child (UNCRC). The Commissioner's remit covers all areas of the devolved powers of the National Assembly for Wales that affect children's rights and welfare.

The UNCRC is an international human rights treaty that applies to all children and young people up to the age of 18. The Welsh Government has adopted the UNCRC as the basis of all policy making for children and young people and the Rights of Children and Young Persons (Wales) Measure 2011 places a duty on Welsh Ministers, in exercising their functions, to have 'due regard' to the UNCRC.

This response is not confidential.

Introduction

Education settings in Wales are instrumental in the realisation of children's rights in Wales. Schools do not only allow for the realisation of rights pertaining to education (Article 28 and 29), but should enable the full provisions of the UNCRC through a combination of their own provision and as a gateway to a wider system. When countries ratify the Convention, they must assess

their laws relating to children, and the level of funding for these services. In accordance with Article 4, governments are then obliged to take all necessary steps to ensure that the minimum standards set by the Convention in these areas 'are being met to the maximum extent of their available resources.'¹

In this response I consider whether school budgets are sufficient to meet our obligations under the UNCRC in the context of other public service budgets and available resources. I also consider the way school budgets are determined and allocated, and how this fits with the principles of the UNCRC.

I make the following key points:

- Government has obligations under the UNCRC with regards to budgetary decisions relating to children and young people, including those decisions pertaining to school funding. The principles and processes described in UNCRC General Comment 19 (2016) and General Comment 5 (2003) should inform decision-making, and this should be transparent.
- Children and Young People's budget statements and a Children's Rights Impact Assessment on the budget would enable transparency at a cross-governmental level and would better enable the impact of budgetary decisions that will impact a child or young person's experience of their rights in school and beyond.
- In accordance with their participatory rights under the UNCRC, children should participate in decision-making relating to budgets.
- Inequity across the school funding model should be addressed to avoid the inequitable realisation of children's rights across Wales.
- The on-going pressure on school budgets is negatively impacting the rights and welfare of children and young people.

¹ <https://www.ohchr.org/en/professionalinterest/pages/crc.aspx>

- Non-discrimination is a key principle of the UNCRC and on-going budgeting for the realisation of substantive equality is an obligation.
- Crucial consideration must be given in particular as to how the needs of children and young people with additional learning needs are met within an education system under budget pressure.

UNCRC obligations and budgeting

Guidance as to how states should allocate funding in order to realise the Convention is given in UNCRC General Comments in order to improve understanding of the obligations of states under the UNCRC. Below I briefly outline two key General Comments as important to consider in light of how we make funding decisions in Wales.

UNCRC General Comment No.5 (2003) on the General Measures of Implementation of the Convention on the Rights of the Child [GC 5]² explains that even with limited resources nations should prioritise the realisation of rights, stating that *“even where the available resources are demonstrably inadequate, the obligation remains for a State party to strive to ensure the widest possible enjoyment of the relevant rights under the prevailing circumstances.”* It is further explained that, *“with regard to economic, social and cultural rights, States Parties shall undertake such measures to the maximum extent of their available resources”*. Reflecting the global nature of the Convention, this General Comment is a realistic acceptance that lack of resources can hamper the full implementation of economic, social and cultural rights in some nations of the globe but that even when this is the case, rights should be implemented to the maximum extent possible. Given that on a global scale the UK ranks highly against other nations in terms of indicators of wealth, it is a reasonable expectation that the maximum extent of available resource should enable the full realisation of economic, social and cultural rights for children in Wales.

2

<http://docstore.ohchr.org/SelfServices/FilesHandler.ashx?enc=6QkG1d%2FPPrICAqhKb7yhsiQql8gX5Zxh0cQqS.Rzx6Zd2%2FORsDnCTcaruSeZhPr2vUevjbn6t6GSi1fheVp%2Bj5HTLU2Ub%2FPZZtQWn0jExFVnWuhiBbqgAj0dWBoFGbK0c>

UNCRC General Comment No. 19 (2016) on public budgeting for the realisation of children's rights [GC 19]³ was informed by a global consultation with 2,693 children from 71 countries and provides detailed information to states about their obligations to invest in children. It recommends open, inclusive and accountable budget allocation and spending, stating clearly that nation states must not discriminate against any child in this process. It also recommends that children participate in budget decisions.

It is important to situate an inquiry into school funding decisions within a wider context of how government budgets for children and young people's rights and the extent to which the principles of these GC 5 and GC 19 are implemented. This is in part because the realisation of children's rights in school settings are funded through several mechanisms, including school funding allocated to schools by local authorities, authority-wide services that are available in schools (such as independent counselling services), services that are received through the regional consortia and the receipt of targeted government grants, for example the Education Improvement Grant. But this is also the case because schools work within a system of services for children and young people, which include several sectors (for example social services, the youth sector, health services, the voluntary sector, early years, community provision and so forth) and professionals within education have commented to my office that reduced funding to other services and community provision increases the level of need to which they must respond.

In my written submissions to inform the concurrent Committee sessions on 15th November 2018 about the impact of the Welsh Government's impact assessment for the draft budget, I drew attention to the deficit in transparent budgeting for children's rights. To reiterate, since I became Commissioner I have not seen a single example of a Children and Young People's Budget Statement from the Welsh Government, despite the Government's acceptance in November 2010 of many of the recommendations of the CYPE Committee 2009 report *Children's Budgeting*

³ https://tbinternet.ohchr.org/_layouts/treatybodyexternal/Download.aspx?symbolno=CRC%2fC%2fGC%2f19

*in Wales*⁴, including that recommending the publication of children and young people’s budget statements and participation. I also echo the concerns of the CYPE Committee in their scrutiny of the 2018-19 draft budget⁵, which stated, “We fear that without a CRIA (Children’s Rights Impact Assessment), resources to support the rights of children and young people may at best be difficult to identify. At worst, the absence of a CRIA could lead to the Welsh Government paying inadequate attention to the rights of children and young people in important financial decisions.”

With this in mind, in any future review of school funding, I would urge Government to inform the development of new models with a CRIA that analyses the impact of this funding model alongside the whole budget, in order to understand the cumulative impact of policy decisions on the rights of children. I also suggest that the newly established Youth Parliament could have an important role in the scrutiny of this budget, thus enabling the participatory rights of children and young people in national decisions that have profound impacts on their lives (Article 12) and giving a national mechanism to the realisation of the principles of GC 19. Participation within budgeting at a national level could also draw on good practice models at a local authority level, such as the Big Budget Conversation held by Swansea, which is described as a case study in my guidance for public bodies, *The Right Way: A Children's Rights Approach in Wales*.⁶

Inequity across the system and the realisation of rights

The need for such a review into school funding has been highlighted by the OECD⁷ with evidence that differences in local funding models are causing unequal treatment of schools in similar circumstances. This is also a concern in our communities: there are parent-led campaigns for fairer funding and it is an issue that has been raised directly with my office by Head teachers,

⁴ <http://www.assembly.wales/Laid%20Documents/CR-LD7749%20-%20Children%20and%20Young%20People%20Committee's%20Report%20on%20Children's%20Budgeting%20in%20Wales-19102009-148251/cr-ld7749-e-English.pdf>

⁵ <http://www.assembly.wales/laid%20documents/cr-ld11301/cr-ld11301-e.pdf>

⁶ <https://www.childcomwales.org.uk/wp-content/uploads/2017/04/The-Right-Way.pdf>

⁷ <http://www.oecd.org/education/Developing-Schools-as-Learning-Organisations-in-Wales-Highlights.pdf>

teaching professionals, young people and children. The OECD advice focuses on equity, recommending, "*Review the school-funding model to realise Wales' commitment to equity and student well-being. The Welsh Government should consider conducting an in-depth analysis of school funding in Wales to explore a funding model that promotes greater equity and efficiency.*"⁸ Addressing this identified inequity is in line with our obligations under the UNRCR, GC 19 instructs that, "*States parties are required to address inequalities among children by reviewing and revising relevant legislation, policies and programmes, by increasing or reprioritizing certain parts of the budget, or improving the effectiveness, efficiency and equity of their budgets.*"⁹ As such, I urge government to review the school funding model, but for the reasons previously explained, I would develop this OECD recommendation to advise that an in-depth analysis of a funding model would include a CRIA, which would situate the proposed model against the wider impact of the Welsh Government budget on children and young people.

Ongoing pressure on school budgets

As highlighted by the OECD in their recent report into the abilities of schools to respond to government priorities, there is a trend of a decrease in the education budget alongside a sustained period of change for which schools must prepare and deliver.¹⁰ Welsh Government statistics¹¹ show that since 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. 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. These figures reinforce the inequity within the funding model and point to an uneven picture across sectors, showing that the secondary sector in particular will lose flexibility in school level budgeting: reserves in secondary schools decreased over the last year, as they have done in recent years, and are now in deficit by £2.4 million.

⁸ [ibid](#)

⁹ https://tbinternet.ohchr.org/_layouts/treatybodyexternal/Download.aspx?symbolno=CRC%2fC%2fGC%2f19

¹⁰ <http://www.oecd.org/education/Developing-Schools-as-Learning-Organisations-in-Wales-Highlights.pdf>

¹¹ <https://gov.wales/docs/statistics/2018/181017-reserves-held-schools-31-march-2018-en.pdf>

The pressure this reveals on school budgets is understood by professionals, young people and families. I am aware of one campaign in which parents, young people, teachers and Heads from across the local authority have held joint meetings with councillors to discuss their concerns that the pressures on school budgets mean that children and young people do not have the opportunity to develop their talents and skills to the full and receive the education to which they have a right (Article 29). In participatory work undertaken by my office the impact of funding pressures for the whole school community also arises frequently. During autumn 2018 my office has held a series of workshops about the impact of poverty on children, the details of which are still being analysed. In one workshop young people attending a secondary school described a 'school fund' to which they must all contribute in order to pay for essential school equipment and to run sports teams. Payment into this fund was described as compulsory, with form tutors keeping lists. As our project develops my office will consider how we best respond to practice like this, which not only increases economic pressure for families but also gives young people the incorrect message that an education that includes opportunities for cultural participation is an added extra, rather than an experience that is guaranteed by the UNCRC (Articles 15; 29; 31).

As outlined in my Spotlight Report on Article 31¹² a number of children and young people have expressed to my office that they would like the chance to access more arts opportunities, including in school time. The Welsh Government Local Government Association has directly linked the contraction of arts opportunities in schools, in this case relating to music, to "the sustained period of austerity over the last 10 years and cuts in local government budgets. Local authorities and their schools are facing further cuts to their budgets in 2018-19 and that is by far the biggest threat to the provision of music services in Wales."¹³A contraction of resourcing for children and young people that has this impact is in contravention of our obligations under

¹² <https://www.childcomwales.org.uk/wp-content/uploads/2018/04/Play-FINAL.pdf>

¹³ <http://senedd.assembly.wales/documents/s80066/Letter%20to%20the%20Chair%20from%20the%20WGLGA.pdf>

the United Nations Convention of the Rights of the Child. General Comment 5 states clearly, “with regard to economic, social and cultural rights, States Parties shall undertake such measures to the maximum extent of their available resources”.¹⁴

As previously stated, to enable a government and wider society to have a transparent understanding of the cumulative impact of policy decisions on the rights of children, it is necessary to see a CRIA that analyses the impact of school funding models as an integral part of the whole budget. While acknowledging the real pressures on Welsh Government funding levels, it is still the case that decisions should be made with transparency and after assessing the likely impact on children, including potential differential impacts on different groups of children.

Impact on wellbeing of children and young people

The wellbeing of children and young people is also affected by budget pressures in schools. During workshops held in the autumn of 2018 about young people's online lives, many teachers have told my office they recognise the serious impact cyber bullying can have on the experience and education of a young person, but described their lack of capacity and time to respond to incidents. During this series of workshops secondary pupils have at several times expressed that they would like greater access to counsellors or designated staff members: one young person informed my office told me they had been waiting weeks to speak to a counsellor.

In community workshops held by my office in the summer and autumn of 2018 parents have also raised the insufficiency of school funding to meet the wellbeing or mental health needs of individual children. One parent explained their worries that their child had undiagnosed mental health needs after a referral to CAMHS was rejected as inappropriate. The child was struggling to cope in school and the parent felt that though the school were doing their best, they did not have

¹⁴<http://docstore.ohchr.org/SelfServices/FilesHandler.ashx?enc=6QkG1d%2FPPrICAqhKb7yhsiQql8gX5Zxh0cQqSRzx6Zd2%2FORsDnCTcaruSeZhPr2vUevjbn6t6GSi1fheVp%2Bj5HTLU2Ub%2FPZZtQWn0jExFVnWuhiBbqgAj0dWBoFGbK0c>

any additional funding so were not able to provide the child with the level of adult support needed to for the child to be able to access their education.

Better support for the mental health and wellbeing needs of children and young people is a key strategic priority for my office¹⁵ and I have welcomed the initial government response to the CYPE Committee Mind over Matter report¹⁶. However, I am concerned that several Head teachers have already expressed worries that they do not have the appropriate level of staffing or flexibility within their budgets to respond to the wellbeing needs of young people nor to embed new approaches in their school. The worrying level of deficit currently held by the secondary sector¹⁷ exacerbates this concern.

Non-discrimination and resource allocation

Budget pressures will affect the whole school population but the impact of this can be greater for some children and young people. As an underlying principle of the UNCRC, non-discrimination with regards to resource allocation is explained in GC 19: *"States parties shall not discriminate against any child or category of children through resource mobilization or the allocation or execution of public funds. Spending equitably does not always mean spending the same amount on each child, but rather making spending decisions that lead to substantive equality among children."*

There are a number of children and young people in Wales that need additional funding for the realisation of substantive equality and I welcome Welsh Government's financial commitment to equity that has been expressed through additional funding for groups of children, for example through the Pupil Development Grant. The CYPE Committee 2018 report *On the Money*¹⁸ illustrates that funding is used effectively by the majority of schools but highlights that in order

¹⁵ <https://www.childcomwales.org.uk/wp-content/uploads/2016/04/Strategic-Plan-English.compressed.pdf>

¹⁶ <http://www.assembly.wales/laid%20documents/gen-ld11623/gen-ld11623-e.pdf>

¹⁷ <https://gov.wales/docs/statistics/2018/181017-reserves-held-schools-31-march-2018-en.pdf>

¹⁸ <https://www.assembly.wales/laid%20documents/cr-ld11615/cr-ld11615-e.pdf>

to increase the effectiveness of this grant there is a need for ongoing monitoring and guidance to ensure the fund benefits all the children and young people for whom it is targeted.

The principle of substantive equality must also apply to the ongoing consideration of the Education Improvement Grant and it is important that in the review of this grant to which Government has committed¹⁹ there is an assessment to determine whether it is sufficiently targeted to positively impact the groups of young people that were previously supported by the Minority Ethnic Achievement Grant. In common with the CYPE Committee²⁰ I have concerns that the amalgamated grant may not adequately support substantive equality of children from Gypsy, Roma, Traveller and other minority ethnic backgrounds.

Funding of current and future provision for Additional Learning Needs

Crucially, consideration must be given as to how the needs of children and young people with additional learning needs are met within an education system that is already under budget pressure. There is currently insufficient funding of Special Educational Needs workforce provision, as highlighted by Welsh Government's analysis of the local authority special education needs workforce²¹. This analysis of workforce did not include those staff employed directly by schools but reveals that there are many young people in schools that do not have adequate support. Local authorities overwhelmingly feel that their specialist services are not currently meeting the needs of young people in their areas and they have concerns for meeting future demand. Significantly, the majority of local authorities cited finance as their greatest challenge. This gap in current provision will impact the sufficiency of school funding when it results in schools stretching their own resources, for example, the deployment of staff, in order to try and meet the needs of their pupils. The most frequently identified issue in cases received by my Investigation and Advice Service is around appropriate provision for additional learning needs

¹⁹ <http://www.assembly.wales/laid%20documents/gen-ld11030/gen-ld11030-e.pdf>

²⁰ <http://www.assembly.wales/laid%20documents/cr-ld10943/cr-ld10943-e.pdf>

²¹ <https://beta.gov.wales/sites/default/files/publications/2018-07/local-authority-special-educational-needs-specialist-services-workforce-data.pdf>

and under-resourced schools that do not benefit from appropriate external help will not be able to meet these needs.

In light of this it is also important that there is careful consideration given to the future funding arrangements for additional learning needs provision under the Additional Learning Needs and Education Tribunal (Wales) Act 2018, and the need to ensure funding equity within this system. The latest iteration of the Code of Practice seen by my office in October 2018 indicated that local authorities will make their own decisions for what provision will be funded at a school level and what will be funded at a local authority level. The essential outcome of whatever model is that decided provision is funded and made available to the child without delay. In order to do this the funding model will need to sufficiently enable the implementation of the decided provision, but will also need to account for children moving between schools, and moving between local authorities, with a need for decisions about who is responsible for funding elements of the provision to be made within specified timeframes that ensure a continuous education. Delayed or disputed decisions about funding lead to increased difficulty for children, young people and their families and can also lead to disruption in education provision. It is important that the funding model of the new system is designed with sufficient funds and enough flexibility to meet the needs of children and young people quickly and equitably. The funding deficit currently carried by many schools, particularly in the secondary sector, must be factored into this model as it indicates that some schools have little flexibility in their annual budget to respond to pupils who require additional support joining the school mid-year.

Submitted by:



Professor Sally Holland

Children's Commissioner for Wales

Cynulliad Cenedlaethol Cymru | National Assembly for Wales

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 10

Ymateb gan: Cyngor Abertawe

Response from: Swansea Council

Local Authority: SWANSEA – produced in consultation with primary and secondary headteachers through the School Budget Forum

Areas of focus	Comments:
The sufficiency of provision for school budgets, in the context of other public service budgets and available resources	<p>The lack of clarity regarding full funding for teachers pension and pay increases raises a key principle – significant cost increases and raised expectations regarding the responsibilities of schools and local authorities should not be agreed by the UK and Welsh Governments without adequately reflecting the full cost impact in local government funding settlements. There have been many other ‘hidden costs’, reflecting national policy and decisions, such as the apprenticeship levy, which also have an impact on costs within schools. This has to be the fundamental need before announcements of specific funding tied to new initiatives and responsibilities, however good these ideas might seem (e.g. small and rural schools grant, school business managers, reducing class sizes funding etc.). A Food Bank analogy might be appropriate, as schools should not need to be constantly seeking help and ‘top ups’ for the basics.</p> <p>The adequacy of the absolute level of funding for statutory education provision has been repeatedly challenged by comparison with other parts of the UK. However well or badly Wales compares, it is absolutely clear that there continue to be significant real terms cuts in the level of core funding available over time once funding changes are compared with the scale of cost increases and growing expectations and responsibilities / policy initiatives placed on local authorities and schools.</p>

	<p>There is a consistent trend of increasing pupil/teacher ratios with increasing use of unqualified teachers etc. to plug gaps, increasing the number of classes without a qualified teacher in nursery, for example. The priority of early years remains and yet nursery remains non-statutory.</p> <p>Expectations and cost pressures need to be more effectively managed, not just for Education services (particularly home to school transport and ALN expectations), but even more fundamentally for Health and Social Services where greater joint planning and working must be essential to make the best possible use of the available funding. The current level of repeated additional funding to Health is quite simply unsustainable.</p> <p>3 year funding settlements would aid planning and delivery, however challenging the level of funding, but the need for greater certainty for WG funding is also recognised.</p> <p>Additional funding announcements regularly appear, seemingly 'out of the blue', and often late in a financial year, and serve more to confuse and dilute concerns rather than addressing them.</p>
<p>The extent to which the level of provision for school budgets compliments or inhibits delivery of the Welsh Government's policy objectives</p>	<p>The level currently limits it - the provisional cash settlement is £18k for Swansea against pressures of £7m to £8m, particularly with pay/additional pension costs and demographic pressures, and this inevitably results in significant further real terms cuts.</p> <p>Core statutory education provision is fundamental to the delivery of the WG's longer term policy objectives and needs to be consistently recognised as such. Short term / time limited initiatives, however well intentioned, can have only a limited impact without maintaining an adequate level of core resourcing and provision rather than continual 'seed' funding.</p> <p>There appears to be inconsistency between WG objectives e.g. to reduce surplus places on the one hand but at the same time to increase Welsh-medium places beyond identified current demand and protect small and rural schools.</p>

	<p>The ALN Act has significant and well documented implications for the potential future continuing growth in demand for provision and support (and hence costs falling to Councils) as does the implementation of the new curriculum. Such fundamental changes to the educational landscape are coming yet without the necessary core funding to support them.</p> <p>The 'Tier 2' level of the national mission is too broad and lacks clarity / transparency, particularly regarding regional consortia and 'top-slicing' of available funding that is increasingly being channelled through consortia. Consequently, there is a risk that the impact of such funding will be ineffective and it must limit / commit funding that could otherwise support front line provision within schools.</p> <p>Schools need to be trusted to take personal and collective responsibility for professional learning if they are already highly effective and autonomous, as opposed to filtering funds through a consortium.</p>
<p>The relationship, balance and transparency between various sources of schools' funding, including core budgets and hypothecated funding</p>	<p>The core funding level for authorities and schools needs to ensure an adequate basic level of funding for all schools without the need for areas of 'top up' such as Pupil Development Grant.</p> <p>Pupil Development Grant theoretically should be 'additional' but in practice is at such a level that it has become an essential element of core funding.</p> <p>There is no core funding to deliver key aspects of the national mission, such as emotional well-being and mental health support for schools and learners.</p> <p>Regional Consortia School Improvement funding used to be sufficient to deliver Foundation Phase ratios as well as some elements of school improvement, but has effectively been cut to such an extent that it is now insufficient to cover even the Foundation Phase recommendations. It would make more sense to ensure the adequacy of Foundation Phase funding than to focus on marginal impacts to address matters such as class sizes.</p> <p>Funding is not consistently transparent - it is only necessary to look at last year's one-sided MEAG transfer</p>

	<p>although now largely sorted (at least for 2018-19) after extensive dialogue.</p> <p>The teacher professional development grant would have been put to better use to ensure appropriate core funding of teachers pay/pensions etc. - training and leadership development is important but day to day teaching even more so.</p> <p>There are too many short term initiatives which, however well intentioned, are inadequately planned and poorly implemented with too short a timescale (e.g. small and rural schools grant, school business managers, class reduction size funding etc.) The time commitment and resources required to bid and deliver can be out of all proportion to the scale of funding on offer and the time limited nature of that funding.</p>
<p>The local government funding formula and the weighting given to education and school budgets specifically within the Local Government Settlement</p>	<p>Education remains a relative priority in settlement terms but is utterly swamped by the figures needed for social care.</p> <p>The weighting for sparsity is currently greater than for deprivation and is consequently out of balance. There is currently far too large a disparity between the relative funding per pupil in some Welsh authorities by comparison with others (which can be more than £1,000 per pupil).</p> <p>The need for a greater reflection and weighting for deprivation needs is further underlined with the ALN Act implications.</p> <p>There is inevitably a broad correlation between level of Education IBA and LA spending on Education, in spite of there being no intended hypothecation.</p>
<p>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</p>	<p>Generally, this appears reasonable, allowing some local choice and discretion, but Wales is a small country - the alternative would be a single funding formula. Any change inevitably results in winners and losers.</p> <p>Currently we effectively have a national funding formula for councils which operates to the detriment of urban authorities such as Swansea, and there would be concern that any move to a national funding formula at school level would equally disadvantage schools serving</p>

<p>pupils with Additional Learning Needs and pre-compulsory age provision</p>	<p>more urban areas, if the same approach and weightings were to be used.</p> <p>Continuing initiatives and specific grants – particularly Pupil Development Grant – inevitably skews funding formulae weightings and can effectively result in elements of double funding re FSM for example. The impact of the change to Universal Credit will surely require further funding to meet the needs of deprivation and hence a shift of balance between deprivation and sparsity elements within the formula to allocate Revenue Support Grant between Councils.</p> <p>The growing expectations relating to ALN etc. could be understated in current formulae, but is there sufficient in the core per pupil funding / basic entitlement? The increasingly litigious nature of such areas of provision and processes will continue to drain increasing amounts of funding from core school budgets. Welsh Government needs to work with LAs to ensure that the expectations of the public and the ability of LAs to deliver are more closely aligned so as to improve confidence and reduce costly and time consuming appeals and litigation, which draws funding away from frontline services.</p>
<p>Progress and developments since previous Assembly Committees’ reviews (for example those of the Enterprise and Learning Committee in the Third Assembly)</p>	<p>Not able to comment.</p>
<p>The availability and use of comparisons between education funding and school budgets in Wales and other UK nations</p>	<p>Previous comparisons indicated a difference of up to £600 per pupil in funding, although Inner London skewed the picture of course and the data is now well out of date. The difference should theoretically have reduced to some extent but is there any solid evidence? If so this is not because Welsh funding has improved but because funding in England has been cut to a greater extent, but from a higher historic base. Differences in funding mechanisms and the role of authorities makes comparisons problematic and it must be significantly hampered by the Dedicated Schools Grant in England. This makes comparison difficult, as does one off DfE grant funding for pay/pensions reserves etc. Also the Pupil Development</p>

Grant in Wales is such a large sum, and along with other time limited specific grants, impact on school by school funding.

Whatever any average funding comparison indicates, differences will be compounded at school level by the differential impact of the funding allocation formulae within each nation and authority.

The focus should therefore be equally on the trend in funding levels over time - both in cash and real terms.

Cynulliad Cenedlaethol Cymru | National Assembly for Wales

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 11

Ymateb gan: Cyngor Bwrdeistref Sirol Merthyr Tudful

Response from: Merthyr Tydfil County Borough Council

Areas of focus	Comments:
<p>The sufficiency of provision for school budgets, in the context of other public service budgets and available resources</p>	<p>The level of schools balances across Wales suggests that at the moment school funding is not sufficient to meet the delivery in schools since an increasing number are experiencing deficit budgets.</p> <p>It would be helpful for there to be a comparison between the levels of funding provided to schools and funding levels provided to Health, Social Care, and other public services for there to be some sense of comparative spend.</p> <p>There would need to be an agreed basis for making comparisons.</p>
<p>The extent to which the level of provision for school budgets complements or inhibits delivery of the Welsh Government's policy objectives</p>	<p>The recent roll out of grant funded initiatives to support projects within schools whilst helpful in some ways and for some schools can also be restrictive as the level of match funding required is often a barrier to schools and LAs being able to draw down the funding. E.g. Business Manager Grant, School Based Supply Grant</p> <p>These initiatives could be helpful in delivering efficiencies across the school system however they often take time to bed in and to be proven to be effective before savings can be realised; therefore a longer term approach where match funding is only required from year 3 onwards may help more schools and LAs to take up these opportunities and for WG policy objectives to be met through these initiatives.</p>
<p>The relationship, balance and</p>	<p>Schools Funding within the LA is based on the delegated ISB as determined by the Formula Funding</p>

<p>transparency between various sources of schools' funding, including core budgets and hypothecated funding</p>	<p>Allocation within the LAs Fair Funding Scheme of Delegation. The detail of this is published in the S52 annually and each school receives their own detailed Formula Allocation.</p> <p>In addition to this there are centrally held budgets spent as part of the wider Gross Schools Expenditure which include services delivered in schools for the benefit of pupils but which the LA assume financial responsibility for i.e. enhanced support, special needs advisory teachers, special tuition, behaviour support etc. This information is shared with the Schools Forum as part of the annual budget setting.</p> <p>Schools also receives grant funding directly from WG (PDG based on Jan 16 PLASC which is unfair and inequitable across all schools as not all pupils will be funded and some schools will be funded for pupils they no longer have)</p> <p>From CSC (RCSIG based on Jan 19 PLASC for the 2019/20 financial year) which results in grant funding being out of alignment with RSG (Based on the previous year's PLASC i.e. Jan 18 for 19/20) and leads to very late grant allocations being notified to schools and LA in March each year.</p> <p>A consistent approach between the data sets for all grants and RSG core funding would be helpful.</p> <p>Hypothecated funding is transparent and is transferred through for the appropriate use. It would be helpful if all targeted funding for schools was hypothecated to allow the local authority to determine the best way to pass this money through to schools.</p>
<p>The local government funding formula and the weighting given to education and school budgets specifically within the Local Government Settlement</p>	<p>The Education IBA does not currently cover the cost of delivering the education services within the local authority.</p> <p>In 2018/19 the additional funding provided by the LA above IBA was circa £2 million</p> <p>It would be interesting for there to be a national comparison carried out between total Education SSA across Wales and the total Education net revenue spend as reported via the Section 52 to see if this is an issue across Wales as a whole.</p>

<p>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</p>	<p>The S52 Parts 1-3 is submitted annually as part of the budget estimates return (RAs) and budget outturn return (ROs).</p> <p>It is unclear what analysis of the S52 detail is carried out. There is benchmarking across LAs on the RA S52 overall but not on the detailed S52 Parts 1-3. i.e. there is no comparison of AWPU, components that make this up, % funding per pupil, place led funding for SEN, notional SEN funding i.e. 5% or 10% etc. and other factors such as SLAs, buildings, lump sums etc.</p> <p>A comparison of the make-up of the formula funding would be helpful in assessing the equity and efficiency of delegated funding arrangements across Wales any may identify areas of commonality leading to further analysis e.g. how much are schools spending on buildings R&M across Wales in comparison to their funding levels? A consideration of PTRs being funded through Formula Allocations as compared to actual PTRs within LAs and schools could be considered for further analysis and links to WG policy objectives etc.</p>
<p>Progress and developments since previous Assembly Committees' reviews (for example those of the Enterprise and Learning Committee in the Third Assembly)</p>	<p>Unsure</p>
<p>The availability and use of comparisons between education funding and school budgets in Wales and other UK nations</p>	<p>The S52 Net Education Revenue comparison across Wales is useful but there is no comparator to England, Scotland, Northern Ireland etc.</p> <p>Also, within the current S52 benchmark data across Wales there is no detail regarding what budgets make up these areas and a sense of whether this is a consistent picture of this across Wales - the lack of this information effects meaningful comparisons being made.</p>

Cynulliad Cenedlaethol Cymru | National Assembly for Wales

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 12

Ymateb gan: Cyngor Sir Powys

Response from: Powys County Council

Thank you for your letter dated 25th October 2018 requesting information on the way in which Powys County Council sufficiently distributes funds to schools on an annual basis to ensure the delivery of Welsh Government's policy objectives.

Powys County Council follow the Welsh Government guidelines in using a formula to distribute funds fairly from the Council budget to individual schools, via either a per pupil amount and a lump sum, in certain circumstances, or via specific weightings within a formula. For transparency, attached are the formula calculations for both the Secondary (Annex A) and Primary (Annex B) Schools for the financial year 2018.

For Financial Year 2017-2018 the following amounts and %s reflect the breakdown of the Schools Service budget within the Council:

	Total in £m	% of Total Budget
Non-Schools Education Budget (Service Budget)	15.5m	14.35%
The Schools Budget	12m	11.11%
Individual Schools Budget (Delegated Funds)	80.5m	74.53%

The formula used by the Council is attached at Annex A (Secondary Schools) and Annex B (Primary Schools). The Council has been reviewing its current funding formula and has recently completed a consultation period. We have involved stakeholders from all sectors across the County, including Headteachers from Primary, Secondary and Special Schools, as well as Governors, union reps and officers. The approach has been to create a new simpler to administer formula for all schools to understand and be in a position whereby they will be able to calculate their own funding and therefore forecast more accurately. This funding formula is due to roll out in April 2019.

If you require any further information please do not hesitate to contact Richard Waggett (Finance Manager - Schools) on 01597 826387 or Richard.waggett@powys.gov.uk

Annex A

Analysis of Powys School Fair Funding Formula 2017/18

Overview

Pupil Numbers

Pupil numbers are based on PLASC data (changed to Friday after October half term counting date for 2018/19 year)

Secondary Schools

Secondary schools numbers are based on actual pupil roll as at PLASC Counting Date for each of year 7 and year 10. The numbers on roll in year 7 are used for funding each of years 8 and 9. Similarly the pupil number in year 10 is also used to ensure the same level of consistency within the school.

Secondary

Listed below is the method used to allocate funding to all schools:

Age Weighted KS3 (years 7-9)	The formula allows for separate ratios and Average Teacher Costs (ATCs)
Age Weighted KS4 (years 10-11)	There is both funding per teacher and funding per pupil. The funding per teacher is based on UPS1 with on costs plus 17.1% uplift for Planning, Preparation & Assessment (PPA). The funding per pupil is the funding per teacher multiplied by the pupil teacher ratio.
Small School KS3	This element compares individual years to ensure funding for a minimum number of classes. In KS3 75% at a minimum of 2 classes 25% at a minimum of 3 classes
Small School KS4	 In KS4 50% at a minimum of 2 classes 25% at a minimum of 4 classes 25% at a minimum of 5 classes

	These are then multiplied by the funding per teacher.
Language Choice	<p>Allows for a maximum of 0.50 FTE teachers to deliver classes in the medium of English or Welsh per year group.</p> <p>The data for the percentage of the classes delivered in both streams is provided by Schools Service via data provided by schools.</p> <p>The formula adds up both KS3 and KS4 before multiplying them by 50% of the funding per teacher.</p>
Lump Sum	A lump sum of funding depending on the classification of the school. The lump sum is based on the funding per teacher.
Other Pupil Led	Actual rate used is £37 per pupil.
Other Curriculum	
Admin	Admin and Techs are both funded based on the number of FTE teachers funded. The main difference is that Admin are funded 26 hours plus 4.75 hours per FTE teacher while Techs are funded 45 hours plus 2.60 hours per FTE teacher.
Techs	
MDS	All pupils (KS3, KS4 and Post 16) are funded in a 1:150 ratio at £1,364.88 each
Exam Fees	A sum per Year 11 per pupil multiplied by 12 subjects. Funding Updated to reflect actual costs for average Year 11 learner (10 @ £31 + 2BTEC's @ £85 =£480)
Capitation	A sum per KS3 and KS4 pupil of £60
LMS SEN	Total funding is split 50:50 between FSM pupils (average over 3 years) and KS3 & KS4 pupils and then apportioned over each.
TLRs	A sum per every KS3 and KS4 teacher funded
Management Costs	This element looks to fund the 80% of the difference between UPS1 and the schools leadership structure. While the pay points are defined by management, the number of posts is dependent on the number of teachers employed.
Property	
The majority of the property funding is based on the concept of a predefined pool of funding which is then apportioned over the appropriate schools. The apportionment is divided between pupil numbers (25%) and weighted floor (or grounds) area in square meters (m ²) (75%).	

The weighting has been based on information provided by the Property Management Team.

R & M Funding

Repairs and Maintenance - that the current funding should continue to be allocated on the basis of 25% pupil numbers / 75% premises related factors but the condition weighting elements within the premises related factors should be simplified into one figure multiplied by the floor area

The recharges also include figures for property and employee insurance.

The property funding is split between pre and post 16 based on pupil numbers.

Other Property Funding

Made up of the following indented headings

- Energy

Energy Allowance - that the current split in funding between pupil numbers (25%) and premises related factors (75%) should be maintained but within the premises related factors, the funding should be split 20% electricity consumption/10% kitchen energy consumption/70% heating consumption and linked to the type of energy used and the cost per kWh, to better reflect actual costs, as follows:

Weightings for energy costs (heating)

	Per kWh	Proposed
weighting		
Electricity	£11.028	4.60
Natural Gas	£3.651	1.50
LPG	£2.40	1.00
Oil	£3.01	1.25
Biomass (RHI)	N/A	1.00
Biomass (non RHI)	£4.549	1.90

Condition Factor Weightings for heating (floor area)

	<p>Condition A 1.00</p> <p>Condition B 1.10</p> <p>Condition C 1.20</p> <p>Condition D 1.30</p> <p>Weightings for kitchen</p> <p>Standalone kitchen 1.00</p> <p>Import kitchen 0.25</p> <p>Export kitchen 1.25</p>
<ul style="list-style-type: none"> • Cleaning 	25% Pupil Numbers / 75% Weighted Floor Area
<ul style="list-style-type: none"> • Grounds 	Based on grounds area rather than floor area. There is also an additional 1.10 multiplier only for schools that have large trees.
<ul style="list-style-type: none"> • Rates 	The school is funded the exact charge it is levied.
<ul style="list-style-type: none"> • Statutory Testing 	This is a direct allocation based on the recharge amount as provided by Property Management.
Dryside & Hall	<p>This funding is to allow schools who don't own a hall to arrange bookings with external providers such as a community hall or leisure centre.</p> <p>The funding method takes the total funding for premises, energy and cleaning and divides them by their respective total weighted floor areas to derive an average funding per square meter. This is multiplied by the nearest hall size (usually directly next to the school) plus an additional 10% for storage. There is no pupil led funding in this.</p>
No Hall/Grass	Similar to dryside except this is for schools without playing fields.
Catering Equipment	<p>It keeps the kitchen stocked in pans, plates etc.</p> <p>This funding is split in to two parts, a base allocation and funding per pupil.</p> <p>The concept here is that every school will need plates and cutlery but only schools with active kitchens will need funding for equipment and those serving multiple schools will need more equipment/more replacements.</p>

Split Site Allowance	<p><i>There are two lump sums:</i></p> <p>0.25 FTE for schools within 20 minutes</p> <p>0.50 FTE more than 20 minutes away.</p>
Post 16 (years 12 to 13)	This part of the formula is calculated on classes with an element of £390 per pupil.
Free School Meals	Estimated allowances for the cost of providing Free School Meals. If the actual cost is greater or smaller than this allowance then the funding is adjusted accordingly.
Social Inclusion	Lump sums provided per school.
2016/17 Transition Year 2	Transitional amounts from changes made to the 2016/17 funding formula.

Annex B

Analysis of Powys School Fair Funding Formula 2017/18

Overview

Pupil Numbers

Pupil numbers are based on PLASC data (changing to Friday after October Half term counting date for 2018/19)

Primary Schools

Primary numbers are based on actual numbers included in the PLASC. For clarity, funding is offered for all year R, 1,2,3,4,5 and 6 children, post change of admission September 2017.

Nursery children are funded on the assumption that all nursery children enter full time education at the establishment they are in nursery. Those that turn 4 in the autumn of the year preceding 1 January and those turning 4 in the spring term are entitled to funding through the PRAF. To ensure schools are not disadvantaged when calculating the nursery calculation a calculation representing potential summer term admissions is calculated based on 7/4 of the autumn number to ensure all children are accounted for.

Primary

Listed below is the method used to allocate funding to all schools:

Heading	Methodology
Teacher Funding	$\frac{\text{Pupils Funded}}{\text{Teacher Ratio}} \times \text{Sector ATC}$ <p>Pupils Funded: See above</p> <p>Teacher Ratio: Currently set to 28.1 pupils to 1 teacher</p> <p>Sector Average Teacher Cost: £51,370</p>
Lump Sum / Dual Stream Uplift	<p>Lump sum</p> <p>Sector Average Teacher cost x FTE Allocation</p> <p>The lump sum has two possible values; 0.60 FTE for 1-100 pupils or 0.65 FTE for 101+ pupils for Single Stream, 1.20 FTE for 1-100 pupils or 1.15 FTE for 101+ pupils for Dual Stream. All at the sector ATC.</p> <p>Dual Stream Uplift</p> <p>Sector Average Teacher cost x FTE Allocation</p> <p>Only applied to Dual Stream Schools to fund the additional cost of managing two language streams.</p> <p>The funding itself is similar to the lump sum in that 1-100</p>

	pupils are funded 0.60 FTE while 101 pupils are only funded 0.50 FTE.						
Small Schools Allowance	<p>Sector Average Teacher cost x (Teacher + Lump Sum - Minimum)</p> <p>This element looks to ensure a minimum number of FTE based on the total funded by Teacher Funding and Lump Sum.</p> <p>For 1-30 pupils this is 1.80 FTE but for 31 or more pupils it is 2.30 FTE.</p> <p><i>As an example if pupils were 25 then the funded FTE would be 1.65. Therefore the Small Schools Allowance would be 0.15 FTE to make the total 1.80 FTE</i></p>						
Welsh KS2 Support	<p>Welsh Medium KS2 Pupils x Units (£56 per Welsh medium KS2.)</p> <p>Only provided to schools with Welsh pupils to fund Teaching Assistants (TAs) or Learning Support Assistants (LSAs) in Key Stage 2 (KS2).</p>						
Total Allocation Subject to Transition	Sum of the above						
2016/17 Net Transition Year 2	<p>For the 2016-17 financial year, no transitional arrangements be put in place for primary schools that gain or lose £2,000 or less and secondary schools that gain or lose £10,000 or less. For the remainder of the gain or loss, protection of budget/reduction of budget is given at the following percentages for the next three financial years:</p> <table> <tr> <td>2017-18</td> <td>75%</td> </tr> <tr> <td>2018-19</td> <td>50%</td> </tr> <tr> <td>2019-20</td> <td>25%</td> </tr> </table> <p>The protection/reduction levels will be cash levels set at the start of the 2016-17 financial year for the 3 year period and will not be subject to adjustment through changes in pupil numbers, etc. The final year of transition from the 2015-16 transition arrangements are included in the base calculation and included in a single Transition Allowance.</p>	2017-18	75%	2018-19	50%	2019-20	25%
2017-18	75%						
2018-19	50%						
2019-20	25%						
Total Allocation of Transition	Sum of the above						
Split Site Allowance	<p>Two schools benefit from this, Ysgol Bro Hyddgen and Newtown.</p> <p><i>There are two lump sums:</i></p> <p>0.25 FTE for schools within 20 minutes</p> <p>0.50 FTE more than 20 minutes away</p>						

R & M Funding	Repairs and Maintenance - that the current funding should continue to be allocated on the basis of 25% pupil numbers / 75% premises related factors but the condition weighting elements within the premises related factors should be simplified into one figure multiplied by the floor area																																						
Other Property Funding	Made up of the following indented headings																																						
<ul style="list-style-type: none"> Energy 	<p>Energy Allowance - that the current split in funding between pupil numbers (25%) and premises related factors (75%) should be maintained but within the premises related factors, the funding should be split 20% electricity consumption/10% kitchen energy consumption/70% heating consumption and linked to the type of energy used and the cost per kWh, to better reflect actual costs, as follows:</p> <p>Weightings for energy costs (heating)</p> <table border="1"> <thead> <tr> <th></th> <th>Per kWh</th> <th>Proposed</th> </tr> </thead> <tbody> <tr> <td>weighting</td> <td></td> <td></td> </tr> <tr> <td>Electricity</td> <td>£11.028</td> <td>4.60</td> </tr> <tr> <td>Natural Gas</td> <td>£3.651</td> <td>1.50</td> </tr> <tr> <td>LPG</td> <td>£2.40</td> <td>1.00</td> </tr> <tr> <td>Oil</td> <td>£3.01</td> <td>1.25</td> </tr> <tr> <td>Biomass (RHI)</td> <td>N/A</td> <td>1.00</td> </tr> <tr> <td>Biomass (non RHI)</td> <td>£4.549</td> <td>1.90</td> </tr> </tbody> </table> <p>Condition Factor Weightings for heating (floor area)</p> <table border="1"> <tbody> <tr> <td>Condition A</td> <td>1.00</td> </tr> <tr> <td>Condition B</td> <td>1.10</td> </tr> <tr> <td>Condition C</td> <td>1.20</td> </tr> <tr> <td>Condition D</td> <td>1.30</td> </tr> </tbody> </table> <p>Weightings for kitchen</p> <table border="1"> <tbody> <tr> <td>Standalone kitchen</td> <td>1.00</td> </tr> <tr> <td>Import kitchen</td> <td>0.25</td> </tr> <tr> <td>Export kitchen</td> <td>1.25</td> </tr> </tbody> </table>		Per kWh	Proposed	weighting			Electricity	£11.028	4.60	Natural Gas	£3.651	1.50	LPG	£2.40	1.00	Oil	£3.01	1.25	Biomass (RHI)	N/A	1.00	Biomass (non RHI)	£4.549	1.90	Condition A	1.00	Condition B	1.10	Condition C	1.20	Condition D	1.30	Standalone kitchen	1.00	Import kitchen	0.25	Export kitchen	1.25
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Total Property	Sum of the above
HR	Schools are funded for the enhanced service level and can opt into the different levels of service provided via the SLA's in place
Employment Services	
Finance	
BPU ICT	
BPU Invoices	
Total Core Package	Sum of the above
SEN Allowance	<p>SEN allowance is split over 2 different areas</p> <ul style="list-style-type: none"> • 50% Free school Meal numbers averaged over 3 years • 50% Pupil numbers reception to Year 11
Educational Costs / Welsh Resources	<p>This element funds the 'capitation' in schools i.e. books, pens, craft equipment etc.</p> <p>Lump Sum + (Welsh Medium Pupils x Units) (Lump Sum = £2,500. Units = £30)</p> <p>Only provided to schools with Welsh pupils to fund the additional cost of sourcing educational resources in Welsh and/or translating English resources in to the medium of Welsh.</p> <p>There is a lump sum plus an additional sum per Welsh</p>

	pupil allocated.
Average Teacher Cost Adjustment	<p>This is the difference between funding schools at the sector ATC and the schools ATC multiplied by the number of teachers.</p> <p>e.g. if sector ATC was £30,000 and school ATC was £35,000 with 4.00 FTE teachers then they would receive 4.00 x (£35,000-£30,000) = £20k</p>
Admin Allowance	<p>Flat rate per school of £1755 clerical</p> <p>Lump sum of £1,280 per school for the clerking of governors.</p>
Workload	<p>This is a lump sum based on the number of teachers funded. This calculation is different from others however as it only includes the following and is rounded to the nearest 0.50 FTE.</p> <ul style="list-style-type: none"> • Teachers • Lump sum • Small school allowance • Dual stream uplift • Class size
Foundation Phase	<p>The Authority receives an allocation of funding from EIG grant in respect of the Foundation Phase. This grant has been increased by the funding previously made available through the NTA allowance. The first 8 pupils in the early years and key stage 1 are funded at the current NTA allowance funding level (£245 per pupil).</p> <ul style="list-style-type: none"> • The balance excluding £50,000 should be allocated equally across all remaining early years and key stage 1 pupils. The remaining £50,000 to be allocated to ensure all schools with 16 or more early years and KS1 pupils receive a minimum allocation of £12,500 per annum.
Breakfast Clubs	<p>The basis of funding and provision of Breakfast Clubs has been adjusted, as follows:</p> <ol style="list-style-type: none"> 1. Settings with less than 30 pupils will receive funding for 2 members of staff and those with 30 or more pupils will receive funding for 3 members of staff 2. A charge of £1 per day will be applied for each child attending to reflect the time provided above 30 mins (not applied to children eligible for Free School Meals) 3. Only Breakfast Clubs with more than 15 children attending will be funded.

	To support planning at school level the changes in funding will be implemented from 1 st September 2016 rather than 1 st April 2016.
Total Other	Sum of the above
Total Delegated Funding	Sum of the above
Less efficiencies	Efficiencies are treated as a proportionate pro rata reduction from the overall schools budget .
Total Delegated Funding	

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 13

Ymateb gan: Y Gymdeithas Genedlaethol i Blant Byddar Cymru Response from: National Deaf Children's Society Cymru

I write on behalf of the National Deaf Children's Society Cymru with regard to the committee consultation into school funding. Unfortunately, due to limitations on our time at present, we are unable to provide a full and detailed response. Nevertheless, I wanted to take this opportunity to highlight the following key points:

- The National Deaf Children's Society Cymru believes it is important to ensure local authorities/regional consortia retain overall control of funding for supporting learners with hearing impairment. This is because, given the relatively low incidence nature of deafness and the specialist nature of the support required, it is difficult to plan and retain support at a school level, where needs will be prone to fluctuation. Indeed, this is also a particular issue when considering support for learners with temporary hearing loss.
- The National Deaf Children's Society does, however, provide some guidance to assist with the development of service level agreements and with commissioning of services. These are available [here](#).
- We are conscious that more responsibility for Additional Learning Needs (ALN) will pass to schools when the new Additional Learning Needs and Education Tribunal Wales Act comes into force in September 2020. This legislation will also place new responsibilities on local authorities with regard to ALN in the early years. We urge that Estyn and Regional Consortia assume specific roles in monitoring ALN spending and ensuring that funding for this crucial support is appropriately planned for.
- Although this inquiry focuses on school funding, we wish to take this opportunity to highlight two issues with regards to FE funding. Firstly, we are concerned that a number of local authorities have recently reviewed and cut funding for transport for ALN learners in FE. We were disappointed that the Welsh Government did not respond to calls for transport to form part of the statutory IDP template under the new Additional Learning Needs and Education Tribunal Wales Act. Given the current economic climate, cutting transport for post-16 learners with ALN appears to be regarded as a cost saving. We

understand that the Welsh Government has committed to a review of transport guidance and we would urge the Committee to emphasise the need for this important issue to be addressed within such a review.

Secondly, the Welsh Government has been planning for some time to devolve funding for ALN support for FE learners to local authorities and FEIs. The population within an FEI/local authority requiring support of this nature can fluctuate greatly year on year and the support itself can be high in cost. As such, we have long expressed reservations about how funding formulas will take account of these needs, but also crucially, how FEIs and local authorities will be held to account on ALN spending given that the funding will be non-ring fenced and held within general funding settlements and the RSG. We are concerned that this issue is further exacerbated by the fact that, under the new legislation, decisions on whether a learner will receive support in a mainstream FEI or is eligible for a specialist FE placement will ultimately rest with FEIs and local authorities. Since it is not within the financial interest of either to place the young person, we are concerned that this could present potential difficulties. We have been raising these issues, but are conscious that no resolution appears to have been reached. Indeed, within the recent Ministerial statement on FE Funding, the Minister highlighted that the review on FE funding in relation to ALN is still ongoing.

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Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 14

Ymateb gan: Unigolyn a Phennaeth

Response from: Individual and Head Teacher

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

As pay rises have been agreed at government level, it is for WG & Westminster to ensure that the commitment is funded. Pension increases and the associated on-costs need to be catered for in settlements to local authorities (LA) and in turn to schools themselves.

The reality at the coal face is that despite constantly being told how much WG and LAs are putting into supporting school budgets, schools have faced successive real terms cuts in the levels of core funding available when cost increases and growing expectations and responsibilities are considered. The National Assembly's Research briefing entitled 'School Funding in Wales' highlights the following facts:

- Since the academic year 10-11 and the current academic year 18-19, local authority gross expenditure on schools has decreased in real terms by 7.9%.
- The average amount local authorities spent per pupil in 18-19 whilst being £266 higher than that spent in 10-11 is a real terms decrease of 7.5%. This will only become worse if something is not done soon.

The incoming Additional Learning Needs (ALNET) Bill changes will place even more responsibility on **schools** (with budgets already under considerable pressure) and local authorities. WG needs to consider the unintended consequences of ALNET as a matter of urgency if we are truly committed to meeting the needs of all children and young people.

With regard to how education funding in the context of other services' funding, the current level of additional funding to health and social care is **unsustainable**.

Additional funding announcements (whilst welcome when it seems we truly are at the point of no return) are ad hoc and serve to confuse and dilute genuine concerns and often when time and money has already been

spent on processes to brace for the impact of budget cuts, such as redundancies. In short, please pass the money directly to schools as soon as possible to avoid putting the education workforce through any unnecessary worry that their jobs are on the line.

Schools with low instances of pupils who are eligible for FSM obviously do not have their budgets bolstered by PDG funding. I do know that without grants, my school would not have support staff. The delegated budget no longer supports the staffing levels required to meet the needs of pupils and families. In my view PDG is masking the significant problem of underfunded and understaffed schools and as a school with low PDG, I can certainly say that in my school, we have been forced to reduce our support staff to the absolute minimum and now find that we are struggling to meet the needs of our most vulnerable pupils and their families. These are complex and challenging times in which to grow up and for families to raise their children. These complex times often lead to complex issues, and the country looks to schools to be the ones to work with pupils with complicated needs and support families, assuming roles that once sat firmly with health and social care – this can not be done with a skeleton staff!

• The extent to which the level of provision for school budgets complements or inhibits delivery of the Welsh Government's policy objectives The National Mission aims for a high quality education profession to teach our children.

Education Improvement Grant funding used to more than adequately provide recommended staffing ratios to deliver foundation phase provision and allow for school improvement. Currently, it does not even provide enough funding to satisfy foundation phase recommendations. We are increasingly becoming reliant upon the third sector to help us deliver the FP philosophy as it is intended but there is a stark warning within this 'solution' – if we are to invest in the professionalism of our workforce in Wales, ensuring the very best professional learning opportunities, they need to be permanent staff. Volunteers are a hugely valuable asset but they are temporary. The professional Learning model will soon not be as costly as feared as there surely will be a portion of the profession soon to be made redundant and meeting the needs of children with a skeleton staff does not leave a lot of time for professional learning.

With regard to 'inspirational leaders'. With our time consumed by attempting to plug the gaps left by staff we have already been forced to make redundant and worrying about how we are going to make ends meet going forward, it does not leave a lot of time to be inspirational. Upon

reading the recommendations outlined in the 'teaching, a valued profession', I felt hugely undervalued by both the recommendations and the rhetoric throughout the document that leaders who are remunerated in line with nationally agreed STPCD are a drain on budgets. Undertaking a very challenging role in difficult times requires a wide ranging and sophisticated skill set, tenacity and oodles of resilience, it seem to me that this is not valued in the same way it is in other professions. I'm sure that most leaders are proud to work for the Nation but like anyone, hope to be valued and appropriately remunerated for the role we undertake. The call for the immediate cessation of remuneration for challenges specific to the setting outlined in paragraph 9 STPCD and removal of the autonomy in which school community we lead clearly does not deliver the promised "no detriment" for school leaders in Wales. It seems to me that Wales want leaders who will work where they are told rather where they feel inspired to work. WG messages around working together with school leaders and being proud of what we have achieved so far in terms of readiness for the school curriculum feels disingenuous and hollow in the light of the recommendations outlined in the report 'Teaching, a valued profession'. To be clear, I am proud to lead my school community and am committed to playing our part in achieving the goals of the Nation. In my view, however, taking away the autonomy of leaders with regard to where they work will not make leaders more committed to working for the nation, and may have the unintended outcome of disenfranchising the very people that Welsh Government are looking to in order to successfully implement the new curriculum against the back drop of worrying budgets and the ALNET. I also wonder how attractive leadership will seem to middle leaders in Wales.

In addition, Prof Mick Walters proposed to streamline the old 54 teaching standards. This is not the case in the published new Teaching and Leadership Standards.

The National mission aims for 'strong and inclusive schools committed to excellence, equity and well-being'. Schools do not have sufficient funds to put suitably qualified, high quality staff in classes. With regard to being inclusive, many Swansea schools struggle to ensure adequate provision meeting the needs of learners with statements (let alone those without a statement of ALN) and feel this will get worse with the introduction of ALNET.

The National Mission recognises 'well-being' as including mental health. Schools are dealing more and more with mental health issues of both its pupils and increasingly, trying to support parents experiencing mental

health difficulties. Waiting lists to access CAHMS are long. There is insufficient support for schools to be able to deliver this aspect of the National Mission.

The National Mission intends to 'utilise the relevant technologies and skills to transform the digital competence of our learners'. This will be undeliverable within the context of ever increasing real terms cuts to deleted budgets. Who pays for the infrastructure, hardware, software and staff expertise to be able to deliver this element? In primary schools, the task of school 'technician' usually falls to someone who has shown some aptitude with technology. However, this person has other responsibilities and this is simply more work for them to do with little or no training or remuneration.

The National Mission's Three-tier Model inadvertently sums up the current situation quite well pictorially. The top tiers bearing down on schools (Tier 3) and the middle tier being heavy with various organisations all in receipt of funding from WG and all contributing to the pressure schools are facing. A colleague's FOI request regarding the amount of funding given to Tier 2 was not answered satisfactorily by WG. There is a lack of transparency in how funding in Wales is spent in tiers 1 & 2.

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

As mentioned above, there is a lack of transparency in how funding in Wales is spent in tiers 1 & 2 of the three-tier model. There is too much duplication between regional and LA work/responsibilities and this is a waste of money that could be better used by schools.

Schools are not properly consulted with regard to what they need.

Regional initiatives are often rushed, are not differentiated to meet the individual school's needs, not properly thought through and often require a disproportionate amount of paperwork to access the initiatives.

In our experience, there is also a lack of transparency regarding budget spend/allocation by regions.

As leaders of schools, we are constantly evaluating, continually asking the question 'is this good value for money?' There simply is not enough money swishing around for us to carrying on spending on something that is not working. Many are surely aware that confidence in the middle tier is low and

the lack of evaluation is a red flag leading us to question whether Wales can either truly afford or needs this unnecessary additional layer of governance.

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

I recognise that education remains a relative priority but is not funded nearly as well as other areas seem to be. I am not familiar with the formula but it would appear to have a disproportionate weighting on rurality. Is this additional funding for small and rural schools having the desired impact? Have other ways of operating small and rural schools been investigated? I work and live in Wales' second largest city. A mostly urban city with high levels of ALN, deprivation, and EAL; yet we are consistently one of the worst funded LAs. Why is that (given that research highlights poverty and deprivation as posing the greatest risk to pupil achievement)? This will have huge implications when the ALNET is implemented. It is all too easy to look at EAL data and dismiss the need for support, what is clear is that these pupils success can be attributed to the support that they enjoyed throughout their primary school experience, support which is no longer available in anything like the levels of the past. Working in a school with large numbers of pupils who are at early stages of English due to high transience, these pupils need support from well trained in order to meet their needs. Jo Hutchinson's 2018 report 'Educational Outcomes of pupils with EAL' outlines the need to support pupils with English as an Additional Language in order to ensure their success and includes funding per pupil with EAL in key countries and regions. How do Wales compare? Surely we wish to avoid a sink or swim culture for our pupils with little or no English.

• *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*

The OECD suggests a national funding formula. I agree that a child in Wales should be worth the same. However, if the current formula for allocating money to LAs and the LA formulae for allocating to schools should not be used as a model for all going forward. Transparency over what the weightings will be etc. need to be consulted widely on before implementing a national funding formula. It surely can't be efficient for a country the size of Wales to have 22 different funding formulae. Pupils from 'affluent' areas should not be penalised for their postcode. Why should they

attend schools with a skeleton staff that rely upon the third sector? Don't they deserve to have at least a minimum pupil staff ratio? Don't they deserve to be educated by well-trained permanent staff? Don't they deserve to have support for any complex needs including mental health concerns? Do we really want to create another kind of poverty, i.e. sending pupils to impoverished schools furnished by wonderful documents relating to the National Mission without the staff to make it a reality?

Before any national formula could be explored, however, we need to be sure that there is sufficient funding in the whole system, otherwise the inadequacies in funding will simply be spread more widely. Furthermore, the adequacy of as crude an indicator as FSM must be properly scrutinised.

• *Progress and developments since previous Assembly Committees' reviews (for example those of the Enterprise and Learning Committee in the Third Assembly)* Unable to comment.

• *The availability and use of comparisons between education funding and school budgets in Wales and other UK nations* *It is difficult to make a meaningful comparison.*

There are suggestions that the gap between per pupil funding in Wales and England has reduced to the point of being negligible. However, this is not because of increased funding in Wales. the research briefing states 'there has been a greater per pupil funding reduction in England (8%) than in Wales (5%) since 2009-10'. There also remain significant differences in what each of the 22 LAs in Wales spend per pupil, let alone the country as a whole compared to other countries. Therefore, until the LA variations are evened out, a national 'average' per pupil spend is an unhelpful comparator.

Ultimately, WG has very ambitious plans to have an education system that is a world leader. Ambitions that I applaud. However, that simply will not be achieved if funded at current levels and if this situation continues WG might have to revise its ambitions and be satisfied with a very basic education system, one in which many large classes are taught by unqualified teachers and schools are led by increasingly de-motivated leaders.

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SF 15

Ymateb gan: Unigolyn a Phennaeth Response from: Individual and Head Teacher

Response to request for call for evidence from the Children, Young People and Education Committee inquiry into the sufficiency of funding in Wales and the way school budgets are determined and allocated. Below each focus, please see my response.

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

I feel that if government, be it Welsh Government (WG) or Westminster, agree to pay rises, pension increases and the associated on-costs without then ensuring these commitments are catered for in settlements to local authorities (LA) and in turn to schools themselves, this can only be of detriment to schools, and in turn learners. In no way is this criticism of the agreement to pay increases etc. that are frankly long overdue.

Despite constantly told how much WG and LAs are putting into supporting school budgets, it is irrefutable that schools have faced successive real terms cuts in the levels of core funding available when cost increases and growing expectations and responsibilities are considered. The National Assembly's Research briefing entitled 'School Funding in Wales' highlights the following facts:

□ Since the academic year 10-11 and the current academic year 18-19, local authority gross expenditure on schools has decreased in real terms by 7.9%.

□ The average amount local authorities spent per pupil in 18-19 whilst being £266 higher than that spent in 10-11 is a real terms decrease of 7.5%.

This will only become worse if something is not done soon. The incoming Additional Learning Needs (ALNET) Bill changes will place even more responsibility on schools and local authorities. WG needs to consider the unintended consequences of ALNET as a matter of urgency if we are truly committed to meeting the needs of all children and young people.

With regard to how education funding in the context of other services' funding, the current level of additional funding to health and social care is unsustainable.

Additional funding announcements (whilst welcome when it seems we truly are at the point of no return) are ad hoc and serve to confuse and dilute genuine concerns and often when time and money has already been spent on processes to brace for the impact of budget cuts, such as redundancies.

Schools that don't have their budgets bolstered by PDG funding are inadequately funded

and there is a significant amount of pupils for whom the PDG/LAC fund is aimed at supporting (namely those pupils formerly LAC and now adopted from care) who are missing out as there is no means of identifying where these pupils are in 'the system'.

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

The National Mission aims for a high quality education profession to teach our children. In Swansea, the amount of classes taught by an unqualified teacher has increased. Class sizes are increasing. Needs of ALN pupils are not being met. Education Improvement Grant funding used to more than adequately provide recommended staffing ratios to deliver foundation phase provision and allow for school improvement. Currently, it does not even provide enough funding to satisfy foundation phase recommendations. Mixed age classes have also increased. The number of schools able to meet the recommended adult:pupil ratio in Foundation Phase (1:8 Nursery and Reception and 1:15 Years 1 and 2) has decreased.

With regard to 'inspirational leaders'. Leaders are under so much pressure due to the 'high-stakes' accountability system in Wales and the pressure of budgets and staffing their schools, that many certainly do not feel in any position to 'inspire' others. This is further compounded by the recommendations regarding pay and conditions (Prof. Mick Waters et al) recently published, which certainly do not deliver the promised "no detriment" for school leaders in Wales. In addition, Prof Mick Walters proposed to streamline the old 54 teaching standards. This is not the case in the published new Teaching and Leadership Standards.

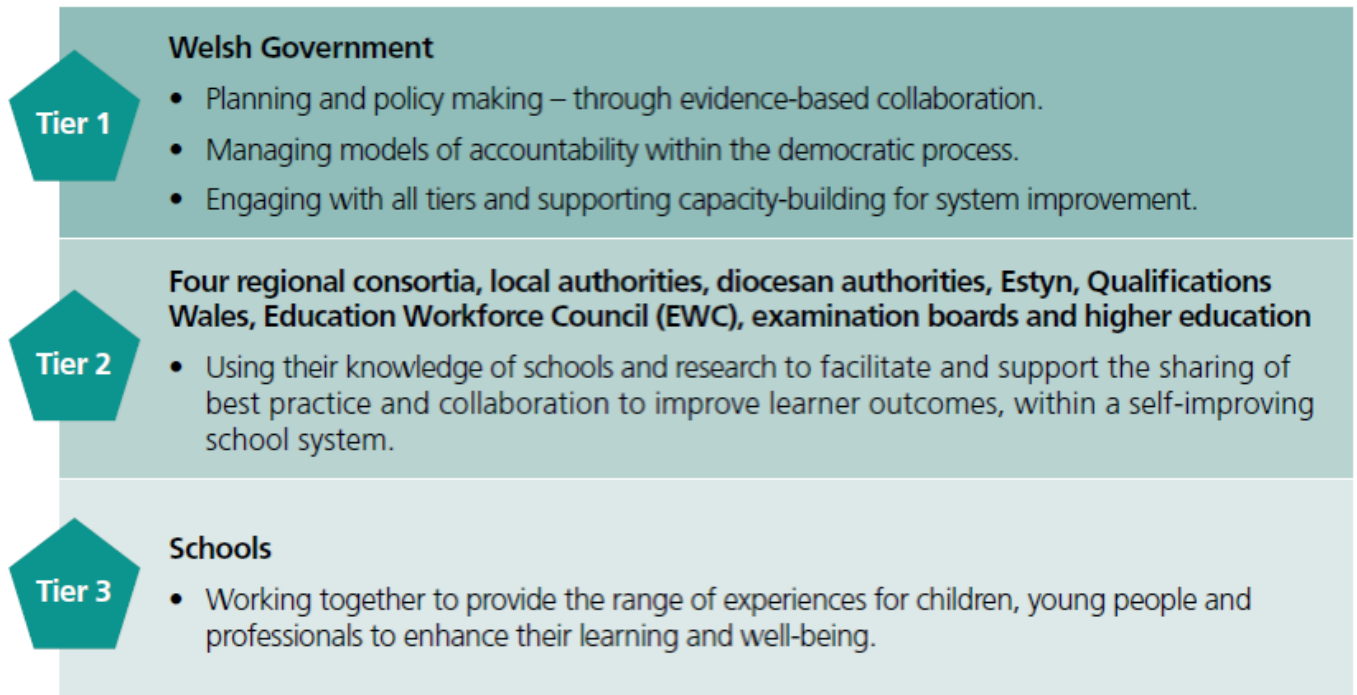
The National mission aims for 'strong and inclusive schools committed to excellence, equity and well-being'. The National Mission recognises 'well-being' as including mental health. Schools are dealing more and more with mental health issues of both its pupils and others associated with those pupils. Waiting lists to access CAMHS are long and vulnerable pupils are waiting unacceptable lengths of time before seeing a mental health specialist. There is insufficient support for schools to be able to deliver this aspect of the National Mission.

The National Mission intends to 'utilise the relevant technologies and skills to transform the digital competence of our learners'. This will be undeliverable within the context of ever increasing real terms cuts to deleted budgets. Who pays for the infrastructure, hardware, software and staff expertise to be able to deliver this element? In primary schools, the task of school 'technician' usually falls to someone who has shown some aptitude with technology. However, this person has other responsibilities and this is simply more work for them to do with little or no training or remuneration. LA resources are diminishing which lessens their capacity to support schools with IT, network and trouble shooting challenges.

The National Mission's Three-tier Model inadvertently sums up the current situation quite well pictorially (see below). The top tiers bearing down on schools (Tier 3) and the middle

tier being heavy with various organisations all in receipt of funding from WG and all contributing to the pressure schools are facing. A colleague's FOI request regarding the amount of funding given to Tier 2 was not answered satisfactorily by WG. There is a lack of transparency in how funding in Wales is spent in tiers 1 & 2.

The Welsh education system three-tier model



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

As mentioned above, there is a lack of transparency in how funding in Wales is spent in tiers 1 & 2 of the three-tier model. Tier 1 tells schools that money is being put into supporting schools and tier 2 tells schools it is not enough and then can't agree between themselves (LA v Region) how much funding they receive/give and what that funding should be spent on.

There is too much duplication between regional and LA work/responsibilities and this is a waste of money that could be better used by schools. Schools are not properly consulted with regard to what they need. Regional initiatives are often rushed, are not differentiated to meet the individual school's needs, not properly thought through and often require a disproportionate amount of paperwork to access the initiatives. With confidence in the middle tier low and a complete lack of impact evaluation, the question of whether Wales can either truly afford or needs this unnecessary additional layer of governance must be candidly and transparently addressed. In our experience, there is also a lack of transparency regarding budget spend/allocation by regions.

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

I recognise that education remains a relative priority but is not funded nearly as well as other areas seem to be. I am not familiar with the formula but it would appear to have a disproportionate weighting on rurality. Is this additional funding for small and rural schools having the desired impact? Have other ways of operating small and rural schools been investigated? I work and live in Wales' second largest city. A mostly urban city with high levels of ALN, deprivation, and EAL; yet we are consistently one of the worst funded LAs. Why is that (given that research highlights poverty and deprivation as posing the greatest risk to pupil achievement)? This will have huge implications when the ALNET is implemented.

· 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

The OECD suggests a national funding formula. I agree as a headteacher and as a parent that each child in Wales should be worth the same. However, the current formula for allocating money to LAs and the LA formulae for allocating to schools should not be used as a model for all going forward. Transparency over what the weightings will be etc. need to be consulted widely on before implementing a national funding formula. It surely can't be efficient for a country the size of Wales to have 22 different funding formulae. Pupils from 'affluent' areas should not be penalised for their postcode. They too can have emotional, physical and educational needs that schools must meet, whilst the impact of in-work poverty must not be ignored. Before any national formula could be explored, however, we need to be sure that there is sufficient funding in the whole system, otherwise the inadequacies in funding will simply be spread more widely. Furthermore, the adequacy of as crude an indicator as FSM must be properly scrutinised.

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

Unable to comment.

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

It is difficult to make a meaningful comparison. There are suggestions that the gap between per pupil funding in Wales and England has reduced to the point of being negligible. However, this is not because of increased funding in Wales. the research briefing states 'there has been a greater per pupil funding reduction in England (8%) than in Wales (5%) since 2009-10'. There also remain significant differences in what each of the 22 LAs in Wales spend per pupil, let alone the country as a whole compared to other countries. Therefore, until the LA variations are evened out, a national 'average' per pupil spend is an unhelpful comparator.

Ultimately, WG has very ambitious plans to have an education system that is a world

leader. Ambitions that I applaud. However, that simply will not be achieved if funded at current levels and if this situation continues, WG might have to revise its ambitions and be satisfied with a very basic education system; one in which many large classes are taught by unqualified teachers and schools are led by increasingly de-motivated leaders.

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 16

Ymateb gan: Unigolyn a Phennaeth

Response from: Individual and Head Teacher

Point 1: The sufficiency of provision for school budgets, in the context of other public service budgets and available resources

I feel that government, (Welsh Government (WG) or Westminster) agree to pay rises, pension increases and the associated on-costs without then ensuring these commitments are catered for in settlements to local authorities (LA) and in turn to schools themselves. The payments are overdue, but should be funded correctly. Despite constantly told how much WG and LAs are putting into supporting school budgets, schools have faced successive real terms cuts in the levels of core funding available when cost increases and growing expectations and responsibilities are considered. The National Assembly's Research briefing entitled 'School Funding in Wales' highlights the following:

- Since the academic year 10-11 and the current academic year 18-19, local authority gross expenditure on schools has decreased in real terms by 7.9%.
- The average amount local authorities spent per pupil in 18-19 whilst being £266 higher than that spent in 10-11 is a real terms decrease of 7.5%. This will only become worse if something is not done soon.

The incoming Additional Learning Needs (ALNET) Bill changes will place even more responsibility on schools and local authorities. WG needs to consider the unintended consequences of ALNET as a matter of urgency if we are truly committed to meeting the needs of all children and young people. With regard to how education funding in the context of other services' funding, the current level of additional funding to health and social care is unsustainable. Additional funding announcements (whilst welcome when it seems we truly are at the point of no return) are ad hoc and serve to confuse and dilute genuine concerns and often when time and money has already been spent on processes to brace for the impact of budget cuts, such as redundancies. My school receives very little PDG funding and as such is inadequately funded having to cover our budget shortfall each year for the past 3 years.

Point 2: The extent to which the level of provision for school budgets complements or inhibits delivery of the Welsh Government's policy objectives
The National Mission aims for a high quality education profession to teach our children.

In Swansea, the amount of classes taught by an unqualified teacher has increased. Class sizes are increasing. Needs of ALN pupils are not being met sufficiently. Education Improvement Grant funding used to more than adequately provide recommended staffing ratios to deliver foundation phase provision and allow for school improvement. Currently, it does not even provide enough funding to satisfy foundation phase recommendations. Mixed age classes have also increased. The number of schools able to meet the recommended adult/pupil ratio in Foundation Phase (1:8 Nursery and Reception and 1:15 Years 1 and 2) has decreased. With regard to 'inspirational leaders'. Leaders are under so much pressure due to the 'high-stakes' accountability system in Wales and the pressure of budgets and staffing their schools that many certainly do not feel in any position to 'inspire' others. This is further compounded by the recommendations regarding pay and conditions (Prof. Mick Waters et al) recently published, which certainly do not deliver the promised "no detriment" for school leaders in Wales. In addition, Prof Mick Walters proposed to streamline the old 54 teaching standards. This is not the case in the published new Teaching and Leadership Standards. The National mission aims for 'strong and inclusive schools committed to excellence, equity and well-being'. Schools do not have sufficient funds to put suitably qualified, high quality staff in classes. With regard to being inclusive, many Swansea schools struggle to ensure adequate provision meeting the needs of learners with statements (let alone those without a statement of ALN) and feel this will get worse with the introduction of ALNET. The National Mission recognises 'well-being' as including mental health. Schools are dealing more and more with mental health issues of both its pupils and others associated with those pupils. Waiting lists to access CAHMS are long. There is insufficient support for schools to be able to deliver this aspect of the National Mission. The National Mission intends to 'utilise the relevant technologies and skills to transform the digital competence of our learners'. This will be undeliverable within the context of ever increasing real terms cuts to deleted budgets. Who pays for the infrastructure, hardware, software and staff expertise to be able to deliver this element? In primary schools, the task of school 'technician' usually falls to someone who has shown some aptitude with technology. However, this person has other responsibilities and this is simply more work for them to do with little or no training or remuneration. The National Mission's Three-tier Model inadvertently sums up the current situation quite well. The top tiers bearing down on schools (Tier 3) and the middle tier being heavy with various organisations all in receipt of funding from WG and all contributing to

the pressure schools are facing. There is a lack of transparency in how funding in Wales is spent in tiers 1 & 2.

Point 3: The relationship, balance and transparency between various sources of schools' funding, including core budgets and hypothecated funding

As mentioned above, there is a lack of transparency in how funding in Wales is spent in tiers 1 & 2 of the three-tier model. Tier 1 tells schools that money is being put into supporting schools and tier 2 tells schools it is not enough and then can't agree between themselves (LA v Region) how much funding they receive/give and what that funding should be spent on. There is too much duplication between regional and LA work/responsibilities and this is a waste of money that could be better used by schools. Schools are not properly consulted with regard to what they need. Regional initiatives are often rushed, are not differentiated to meet the individual school's needs, not properly thought through and often require a disproportionate amount of paperwork to access the initiatives. With confidence in the middle tier low and a complete lack of impact evaluation, the question of whether Wales can either truly afford or needs this unnecessary additional layer of governance must be candidly and transparently addressed. In our experience, there is also a lack of transparency regarding budget spend/allocation by regions.

Point 4: The local government funding formula and the weighting given to education and school budgets specifically within the Local Government Settlement

I recognise that education remains a relative priority but is not funded nearly as well as other areas seem to be. I am not familiar with the formula but it would appear to have a disproportionate weighting on rurality. Is this additional funding for small and rural schools having the desired impact? Have other ways of operating small and rural schools been investigated? I work and live in Wales' second largest city. A mostly urban city with high levels of ALN, deprivation, and EAL; yet we are consistently one of the worst funded LAs. Why is that (given that research highlights poverty and deprivation as posing the greatest risk to pupil achievement)? This will have huge implications when the ALNET is implemented.

Point 5: 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

The OECD suggests a national funding formula. I agree as a head teacher and as a parent that each child in Wales should be worth the same. However, if the current formula for allocating money to LAs and the LA formulae for allocating to schools should not be used as a model for all going forward. Transparency over what the

weightings will be etc. need to be consulted widely on before implementing a national funding formula. It surely can't be efficient for a country the size of Wales to have 22 different funding formulae. Pupils from 'affluent' areas should not be penalised for their postcode. They too can have emotional, physical and educational needs that schools must meet, whilst the impact of in-work poverty must not be ignored. Before any national formula could be explored, however, we need to be sure that there is sufficient funding in the whole system, otherwise the inadequacies in funding will simply be spread more widely. Furthermore, the adequacy of as crude an indicator as FSM must be properly scrutinised.

Point 6: Progress and developments since previous Assembly Committees' reviews (for example those of the Enterprise and Learning Committee in the Third Assembly)

Cannot comment.

Point 7: The availability and use of comparisons between education funding and school budgets in Wales and other UK nations

It is difficult to make a meaningful comparison. There are suggestions that the gap between per pupil funding in Wales and England has reduced to the point of being negligible. However, this is not because of increased funding in Wales. the research briefing states 'there has been a greater per pupil funding reduction in England (8%) than in Wales (5%) since 2009-10'. There also remain significant differences in what each of the 22 LAs in Wales spend per pupil, let alone the country as a whole compared to other countries. Therefore, until the LA variations are evened out, a national 'average' per pupil spend is an unhelpful comparator. Ultimately, WG has very ambitious plans to have an education system that is a world leader. Ambitions that I fully support. However, that simply will not be achieved if funded at current levels and if this situation continues WG might have to revise its ambitions and be satisfied with a very basic education system, one in which many large classes are taught by unqualified teachers and schools are led by increasingly de-motivated leaders.

Cynulliad Cenedlaethol Cymru | National Assembly for Wales

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 17

Ymateb gan: Cyngor Caerdydd
Response from: Cardiff Council

Areas of focus	Comments:
The sufficiency of provision for school budgets, in the context of other public service budgets and available resources	<ul style="list-style-type: none">- Cardiff school budget exceeds IBA for schools and has done so for many years, which could suggest that funding is insufficient.- Cardiff represents a significant proportion of the overall growth in school budgets over the last few years, however this has only been achieved via severe cuts to other services and not as a result of additional funding via the RSG.- Post-16 grant is insufficient with many schools subsidising post-16 provision with pre-16 funding.- Secondary schools in particular are experiencing significant financial challenges, potentially suggesting that funding is inadequate.- Critical grant funding has been subjected to significant cuts in recent years, further reducing the level of funding for schools.- ALN funding is not sufficiently recognised, particularly in the context of a significant growth in need and changes in legislation. As an example, Cardiff's expenditure in relation to support for pupils in mainstream settings with complex needs, has grown exponentially over the last six years, with the cost having nearly tripled and now totalling circa £10m. The RSG has not increased in recognition of pressures such as this.
The extent to which the level of provision for school budgets complements or inhibits delivery of the Welsh Government's policy objectives	<ul style="list-style-type: none">- The policy regarding MEAG/Travellers suggests that there is a conflict between WG objectives and the funding available to support that objective.- The way in which the Pupil Development Grant has been distributed in the current financial year creates a divergence between the funding and the pupils who need it. Would suggest that this

	<p>doesn't meet with policy objectives around disadvantaged pupils.</p> <ul style="list-style-type: none"> - The role of regional consortia in distributing and controlling grant funding, particularly when considering the level of grants retained by regional consortia and not being passed to local authorities to be targeted as effectively as it could be. - ALN policy objectives are not sufficiently reflected in the settlement, particularly in light of the significant growth in demand in this area. - The way in which local authority contributions to regional consortia do not sufficiently recognise need within each individual authority. For example, the CSC contribution is based on the school IBA, rather than a cost driver such as number of schools. Therefore, individual authorities are effectively subsidising the services being received by other authorities. - A review of the way in which post-16 funding is distributed is required, particularly reconsideration of the split between school and FE provision, which results in significant fluctuations year on year.
<p>The relationship, balance and transparency between various sources of schools' funding, including core budgets and hypothecated funding</p>	<ul style="list-style-type: none"> - There is a lack of transparency around grants passed to regional consortia for distribution. A significant amount is retained or passed directly to individual schools without the LA having an understanding of the funding being distributed. - A significant proportion of funding is hypothecated, restricting the flexibility in its use and not enabling the funding to be locally targeted at the right priorities. - There is potentially an issue between the balance of grants between primary and secondary schools. A significant proportion is channelled via primary schools and a large proportion of these grants have been in place for many years. Consideration needs to be given to whether it is now appropriate to build these into schools base revenue budgets.
<p>The local government funding formula and the weighting given to education and school budgets specifically within the Local Government Settlement</p>	<ul style="list-style-type: none"> - Consideration needs to be given as to whether or not the most appropriate cost drivers are being used to distribute funding for schools. For example, should number of schools be a consideration as well as the number of pupils within a local authority boundary. - There is a lack of recognition of ALN and general level of need in the formula. This is a particularly

	<p>significant cost driver affecting some authorities much more than others.</p>
<p>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</p>	<ul style="list-style-type: none"> - There should be more local control given to each authority to distribute its school funding. - For example, should there be a relaxation of the 70% rule (for funding to be distributed on the basis of pupil numbers), enabling LAs to distribute funding as they see fit. - This should reduce the annual fluctuations in individual school funding that happen each year, simply because numbers may change slightly. In some cases, schools with stable numbers receive budget decreases simply because other schools have increased their numbers. - Instead of 70% on pupil numbers, perhaps more weighting should be given to ALN.
<p>Progress and developments since previous Assembly Committees' reviews (for example those of the Enterprise and Learning Committee in the Third Assembly)</p>	<ul style="list-style-type: none"> - The level of hypothecation remains high, despite repeatedly calls for more funding to be passported via the RSG to individual local authorities. - There remains insufficient medium term budget information to be able to facilitate robust medium term financial planning for schools. The recent decision to 'freeze' PDG funding figures provided some much needed stability for schools should there be further consideration regarding the provision of three year budgets to schools to enable more robust and effective medium term financial planning.
<p>The availability and use of comparisons between education funding and school budgets in Wales and other UK nations</p>	<ul style="list-style-type: none"> - Benchmarking information in Wales is useful, but comparisons can be difficult because of inconsistencies in data capture/classification between authorities, as well as the geographical differences between LAs making comparisons less valuable. - In addition, there is insufficient recognition of the different responsibilities that a faith school, for example, hold in comparison with community schools. - Unsure to what extent comparison with England is possible, in the context of the growth of academies and the different operating models.

Cynulliad Cenedlaethol Cymru | National Assembly for Wales

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 17

Ymateb gan: Cyngor Caerdydd
Response from: Cardiff Council

Meysydd dan sylw	Sylwadau:
Digonolrwydd y ddarpariaeth ar gyfer cyllidebau ysgolion, yng nghyd-destun cyllidebau gwasanaethau cyhoeddus eraill ac adnoddau sydd ar gael	<ul style="list-style-type: none">- Mae cyllideb ysgolion Caerdydd yn uwch nag Asesiad wedi'i Seilio ar Ddangosyddion ar gyfer ysgolion, ac mae wedi bod felly ers blynyddoedd lawer, a allai awgrymu bod y cyllid yn annigonol.- Mae Caerdydd yn cynrychioli cyfran sylweddol o'r twf cyffredinol yng nghyllidebau ysgolion dros yr ychydig flynyddoedd diwethaf, ond dim ond drwy doriadau difrifol i wasanaethau eraill y cyflawnwyd hyn ac nid o ganlyniad i gyllid ychwanegol drwy'r Grant Cynnal Ardrethi.- Mae'r grant ôl-16 yn annigonol gyda llawer o ysgolion yn rhoi cymhorthdal ar gyfer darpariaeth ôl-16 gyda chyllid cyn-16.- Mae ysgolion uwchradd yn arbennig yn wynebu heriau ariannol sylweddol, a allai awgrymu bod y cyllid yn annigonol.- Mae cyllid grant hollbwysig wedi bod yn destun toriadau sylweddol yn ystod y blynyddoedd diwethaf, gan leihau lefel y cyllid i ysgolion ymhellach.- Nid yw cyllid Anghenion Dysgu Ychwanegol yn cael ei gydnabod yn ddigonol, yn enwedig yng nghyd-destun twf sylweddol mewn angen a newidiadau mewn deddfwriaeth. Er enghraifft, mae gwariant Caerdydd mewn perthynas â chymorth i ddisgyblion mewn lleoliadau prif ffrwd ag anghenion cymhleth, wedi cynyddu'n aruthrol dros y chwe blynedd diwethaf, gyda'r gost bron wedi treblu a bellach yn dod i gyfanswm o tua £10m. Nid yw'r Grant Cynnal Ardrethi wedi cynyddu er mwyn cydnabod pwysau fel hyn.
I ba raddau y mae lefel y ddarpariaeth ar gyfer	<ul style="list-style-type: none">- Mae'r polisi ynghylch Grant Cyflawniad Lleiafrifoedd Ethnig/Teithwyr yn awgrymu bod

<p>cyllidebau ysgolion yn ategu neu'n cyfyngu ar gyflawni amcanion polisi Llywodraeth Cymru</p>	<p>gwrthdaro rhwng amcanion Llywodraeth Cymru a'r cyllid sydd ar gael i gefnogi'r amcan hwnnw.</p> <ul style="list-style-type: none"> - Mae'r ffordd y mae'r Grant Datblygu Disgyblion wedi'i ddosbarthu yn y flwyddyn ariannol bresennol yn creu gwahaniaeth rhwng y cyllid a'r disgyblion sydd ei angen. Byddai'n awgrymu nad yw hyn yn cwrdd ag amcanion polisi o ran disgyblion difreintiedig. - Rôl y consortia rhanbarthol wrth ddosbarthu a rheoli arian grant, yn enwedig wrth ystyried lefel y grantiau a gedwir gan gonsortia rhanbarthol a pheidio â chael eu trosglwyddo i awdurdodau lleol i'w thargedu mor effeithiol â phosibl. - Nid yw amcanion polisi Anghenion Dysgu Ychwanegol yn cael eu hadlewyrchu'n ddigonol, yn enwedig o ystyried y twf sylweddol yn y galw yn y maes hwn. - Y ffordd nad yw cyfraniadau awdurdodau lleol i gonsortia rhanbarthol yn cydnabod yn ddigonol yr angen o fewn pob awdurdod unigol. Er enghraifft, mae cyfraniad y Pwyllgor Cymdeithasau Canolog yn seiliedig ar Asesiad Wedi'i Seilio ar Ddangosyddion yr ysgol, yn hytrach na gyrrwr cost megis nifer yr ysgolion. Felly, mae awdurdodau unigol, i bob pwrpas, yn sybsideiddio'r gwasanaethau a dderbynnir gan awdurdodau eraill. - Mae angen adolygu'r ffordd y caiff cyllid ôl-16 ei ddosbarthu, yn enwedig ailystyried y rhaniad rhwng darpariaeth mewn ysgolion ac Addysg Bellach, sy'n arwain at amrywiadau sylweddol o flwyddyn i flwyddyn.
<p>Y berthynas, y cydbwysedd a'r tryloywder rhwng gwahanol ffynonellau cyllid ysgolion, gan gynnwys cyllidebau craidd a chyllid wedi'i neilltuo</p>	<ul style="list-style-type: none"> - Mae yna ddiffyg tryloywder ynghylch grantiau a drosglwyddir i gonsortia rhanbarthol i'w dosbarthu. Caiff swm sylweddol ei gadw neu'i drosglwyddo'n uniongyrchol i ysgolion unigol heb i'r Awdurdod Lleol gael dealltwriaeth o'r arian sy'n cael ei ddosbarthu. - Mae cyfran sylweddol o'r cyllid yn cael ei neilltuo, gan gyfyngu ar yr hyblygrwydd wrth ei ddefnyddio ac nid yw'n galluogi i'r cyllid gael ei dargedu'n lleol at y blaenoriaethau cywir. - Mae problem bosibl rhwng y cydbwysedd grantiau rhwng ysgolion cynradd ac uwchradd. Caiff cyfran sylweddol ei sianelu drwy ysgolion cynradd ac mae cyfran fawr o'r grantiau hyn wedi bod ar waith ers blynnyddoedd lawer. Mae angen ystyried a yw bellach yn briodol

	ymgorffori'r rhain yng nghyllidebau refeniw ysgolion.
Y fformiwla cyllido Llywodraeth Leol a'r pwyslais a roddir ar addysg a chyllidebau ysgolion yn benodol o fewn y setliad Llywodraeth Leol	<ul style="list-style-type: none"> - Mae angen ystyried a yw'r sbardunau cost fwyaf priodol yn cael eu defnyddio i ddsbarthu cyllid i ysgolion ai peidio. Er enghraifft, a ddylai nifer yr ysgolion fod yn ystyriaeth yn ogystal â nifer y disgyblion o fewn ffin awdurdod lleol. - Mae diffyg cydnabyddiaeth o Anghenion Dysgu Ychwanegol a lefel angen gyffredinol yn y fformiwla. Mae hwn yn yrrwr cost arbennig o sylweddol sy'n effeithio ar rai awdurdodau llawer mwy nag eraill.
Trosolwg gan Lywodraeth Cymru o'r modd y mae Awdurdodau Lleol yn pennu cyllidebau ysgolion unigol, gan gynnwys, er enghraifft, y pwyslais a roddir ar ffactorau fel proffil oedran disgyblion, amddifadedd, iaith y ddarpariaeth, nifer y disgyblion ag Anghenion Dysgu Ychwanegol a darpariaeth cyn oed gorfodol	<ul style="list-style-type: none"> - Dylid rhoi mwy o reolaeth leol i bob awdurdod er mwyn iddo ddsbarthu ei gyllid ar gyfer ysgolion. - Er enghraifft, dylid llacio'r rheol 70% (ar gyfer ddsbarthu cyllid ar sail niferoedd disgyblion), gan alluogi Awdurdodau Lleol i ddsbarthu cyllid fel sy'n briodol. - Dylai hyn leihau'r amrywiadau blynyddol mewn cyllid ysgolion unigol sy'n digwydd bob blwyddyn, dim ond oherwydd y gall y niferoedd newid ychydig. Mewn rhai achosion, mae ysgolion sydd â niferoedd sefydlog yn cael gostyngiadau yn eu cyllideb dim ond am fod ysgolion eraill wedi cynyddu eu niferoedd. - Yn hytrach na 70% ar niferoedd disgyblion, efallai y dylid rhoi mwy o bwyslais ar Anghenion Dysgu Ychwanegol.
Cynnydd a datblygiadau ers adolygiadau pwyllgorau blaenorol y Cynulliad (er enghraifft, rhai'r Pwyllgor Menter a Dysgu yn y Trydydd Cynulliad)	<ul style="list-style-type: none"> - Mae lefel y neilltuo yn parhau i fod yn uchel, er bod galwadau dro ar ôl tro am i ragor o gyllid gael ei drosglwyddo drwy'r Grant Cynnal Ardrethi i awdurdodau lleol unigol. - Nid oes digon o wybodaeth gyllidebol tymor canolig i allu hwyluso cynllunio ariannol tymor canolig cadarn ar gyfer ysgolion. Roedd y penderfyniad diweddar i 'rewi' ffigurau cyllid Grant Datblygu Disgyblion yn rhoi rhywfaint o sefydlogrwydd yr oedd ei angen yn ddirfawr ar ysgolion pe bai mwy o ystyriaeth yn cael ei roi i ddarparu cyllidebau tair blynedd i ysgolion er mwyn galluogi cynllunio ariannol mwy cadarn ac effeithiol ar gyfer y tymor canolig.

Y cymariaethau sydd ar gael a'r defnydd o gymariaethau rhwng cyllid addysg a chyllidebau ysgolion yng Nghymru a gwledydd eraill y DU

- Mae gwybodaeth feincnodi yng Nghymru yn ddefnyddiol, ond gall cymariaethau fod yn anodd oherwydd anghysondebau o ran casglu/dosbarthu data rhwng awdurdodau, yn ogystal â'r gwahaniaethau daearyddol rhwng Awdurdodau Lleol sy'n gwneud cymariaethau'n llai gwerthfawr.
- Yn ogystal, nid oes digon o gydnabyddiaeth o'r gwahanol gyfrifoldebau y mae ysgol ffydd, er enghraifft, yn meddu arnynt o'u cymharu ag ysgolion cymunedol.
- Yn ansicr i ba raddau y mae'n bosibl cymharu â Lloegr, yng nghyd-destun twf academïau a'r modelau gweithredu gwahanol.

Cynulliad Cenedlaethol Cymru | National Assembly for Wales

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 18

Ymateb gan: Cadeirydd Llywodraethwyr Ysgol Dyffryn Conwy Llanrwst
Response from: Chair of governors of Ysgol Dyffryn Conwy Llanrwst.

Ymgynghoriad ar Gyllido Ysgolion.

Prin yw cyfeiriad at y cyfrifoldeb enfawr sydd ar lywodraethwyr ysgol sef lleygwyr i weithredu'r hyn a dderbynnir i lawr o'r Llywodraeth ac Awdurdod Lleol. O fy mhrofiad blynyddoedd fel cadeirydd llywodraethwyr ysgol uwchradd dymunaf nodi'r canlynol.

- Rydym dros y blynyddoedd wedi cadw o fewn rheolau arian wrth gefn ac oherwydd hynny yn ôl eich gwybodaeth yn wahanol i lawer o sefydliadau. Mae hyn oherwydd y wasgedd ariannol wedi amharu ar ein gallu i fod a threfn gyllido hyblyg yn ôl y galw.
- Rai blynyddoedd yn ôl roedd toriadau wedi peri i ni edrych ar gost effeithiolrwydd ac wedi peri i ni ganolbwyntio ar addysgu a dysgu yn fwy fwy. Bellach bu toriadau blynyddol y'n mynd i amharu ar ein gallu i weithredu polisiau ac ymateb i ddatblygiadau newydd fel y dymunwn.
 - Ni does arian i ni fel llywodraethwyr dargedu a staffio gwendidau o ran safonau er enghraifft drwy ddarparu adnoddau, staffio a chymorth ychwanegol. Mae hyn yn peri rhwystredigaeth i ni fel llywodraethwyr. Mae hyn hefyd yn rhoi pwysau ar athrawon.
 - Oherwydd nad oes unrhyw sicrwydd model cyllido yn ôl anghenion y cwricwlwm cynyddir niferoedd mewn dosbarth ac mae hyn yn mynd i effeithio ar safonau a'n gallu i roi cymorth i ddisgyblion sydd eisiau gofal a sylw mwy dwys.
 - Nid yw cyllido ar niferoedd bob tro yn gweithio ar ben ei hun am fod angen staffio'r cwricwlwm. Mae angen ystyried modelau cyllidol gwahanol yn dibynnu ar ofynion ysgolion unigol yn arbennig lle mae grwpiau arholiad Cymraeg a Saesneg mewn ysgolion dwyieithog gwledig fel un ni. Gall grwpiau pynciau unigol fod yn fychan ambell i flwyddyn ond nid yw 'n dda i ni gyfyngu dewis disgyblion o ran cyfeiriadau gyrfaol. Er mwyn cyllido'r cwricwlwm newydd mae angen

ystyried yn fuan gyllido sut i ddatblygu strwythur staffio gwahanol. Rydym o hyd yn gorfod ystyried addysgu trawsgwricwlaidd ond ar yr un pryd ddiogelu staff gydag arbenigedd pynciol.

- Oherwydd amrywiaeth niferoedd disgyblion o flwyddyn i flwyddyn efallai ei bod yn bosibl torri un flwyddyn a thorri hefyd ar staff ond y flwyddyn wedyn angen staff apwyntio yn ychwanegol. Nid yw cyllido flwyddyn wrth flwyddyn yn effeithiol o ran hynny na chwaith o ran ein gallu fel llywodraethwyr i gynllunio yn y tymor canolig a hir. Byddai ystyriaeth sicrwydd dros dair blynedd er enghraifft yn gymorth. Mewn rhai blynyddoedd mae gwybodaeth gyllidol wedi bod mor hwyr fel yr ydym y gorfod gweithio gyda chyllideb drafft am rai misoedd.
- Mae cynnydd sylweddol yn ddiweddar mewn disgyblion gydag Anghenion Dysgu Ychwanegol a lles phwysau ar ysgol i gael mwy o gymorthyddion dosbarth. Nid yw'r drefn bresennol yn glir sut yr ariennir yn ol fformiwla ar gyfer yr agweddau yma a bydd angen ystyriaeth fanwl oherwydd newidiadau y Cod Ymarfer newydd Anghenion Dysgu Ychwanegol newydd. Rydym yn ymwybodol o ofynion ychwanegol ar ysgolion oherwydd lleihau'r ganran o ddisgyblion a fyddai fel arall gyda sicrwydd cyllid drwy ddatganiad. Mae angen sylw i ariannu unedau mewn ysgolion ac yn arbennig i allu ysgolion ac awdurdodau lleol i gadw at gymharedd niferoedd disgyblion i staff. Mae angen dod yn ol hefyd at diwallu mwy o arian i weithio ar y cyd gydag ysgolion arbennig.
- Rydym yn ymwybodol o lif arian i Awdurdodau Addysg a Chonsortïymau megis GWE. Nid oes gennym wybodaeth glir o sut y defnyddir yr arian yma ac a fydd gwario ar staff mewnol yn hytrach na chynnig cynllun ariannu sicr tuag at addysgu a dysgu.
- Rydym ar hyn o bryd drwy ein rheolwraig fusnes yn gweithio o fewn project i helpu ysgolion cynradd gyda gwaith gweinyddol. Byddai ystyried gweithredu cyllidol mewn clwstwr neu ddalgylch fod o gymorth i gynllunio hyfforddiant, a threfnu adnoddau yn cynnwys cymorth i ddisgyblion gydag Anghenion Ychwanegol. Byddai hyn yn gymorth oherwydd newid argaeledd staff o fewn Awdurdod Lleol.

Yn olaf tanlinellaf mai prin yw 'r sylwedoliad mai Llywodraethwyr fel gwirfodolwyr lleyg sydd yn gorfod penderfynu yn ol statud sut i weithredu polisiau o fewn ysgolion.

Cynulliad Cenedlaethol Cymru | National Assembly for Wales

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 19

Ymateb gan: Ysgol gynradd Waun Wen

Response from: Waun Wen Primary School

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

We are repeatedly seeing promises of pay rises, pension increases, which are long overdue, but with no real commitment to who is going to meet the costs involved. The inevitable is that if the costs are not met by the government then they will have to be met by the schools as cuts are made to balance the books.

The “Schools Funding in Wales” document highlights that in real terms the level of spending on each pupil has been cut yet we are also being told to raise standards.

My school is heavily reliant on PDG funding without it I dread to think how I could meet the needs of complexities arriving at our school gate each day. The number of pupils with speech and language issues seems to be increasing every year and there is a massive need to tackle these difficulties as early as possible.

The aim to close the poverty gap is something that I fight to achieve every day however the pressures on the schools are growing at a rate that the budgets are not keeping up with.

Sadly the children are the ones who lose when the budgets are cut, yet they are the future and should be invested in.

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

The National Mission aims for a high quality education profession to teach our children. In Swansea, the amount of classes taught by an unqualified teacher has increased. Class sizes are increasing. Needs of ALN pupils are not

being met and the number of ALN pupils is increasing. These are some of our most vulnerable pupils and we are failing them from the start.

The introduction of the Foundation Phase was envied all over the UK and further afield, yet the costs of the recommended staffing ratios are not being met. Education Improvement Grant funding used to more than adequately provide recommended staffing ratios to deliver foundation phase provision and allow for school improvement. The number of schools able to meet the recommended adult:pupil ratio in Foundation Phase (1:8 Nursery and Reception and 1:15 Years 1 and 2) has decreased.

Leaders are under so much pressure due to the incessant 'high-stakes' accountability system in Wales and the pressure of budgets and staffing their schools that many certainly do not feel in any position to 'inspire' others. The recommendations recently published regarding pay and conditions offer no comfort to leaders. The introduction of the new Teaching and Leadership Standards does not appear to be streamlining anything.

The National mission aims for 'strong and inclusive schools committed to excellence, equity and well-being' With regard to being inclusive, our numbers of pupils with ALN is growing and the rise in pupils with ASD diagnosis and speech and language difficulties in particular is having a massive impact on standards.

We struggle to ensure adequate provision meeting the needs of learners with statements (let alone those without a statement of ALN) and feel this will get worse with the introduction of ALNET. I find myself having to prioritise which pupils get assessed, equity surely means that all pupils who are in need will be able to access the correct support and should not have to be placed in a "queue".

My school also faces the challenge of 45% pupils with EAL. Again there are no guarantees that there will be any grant funding for these pupils in the future. I feel very strongly that "equity" is not being applied to this minority group of learners.

The National Mission recognises 'well-being' as including mental health. Schools are dealing more and more with mental health issues of both its pupils and others associated with those pupils. Waiting lists to access CAHMS are long and other agencies keep referring parents back to schools to carry our assessments which could be accessed via a health route.

With the budget being cut in real terms the ability to deliver the relevant technologies and skills is pretty much unachievable. Who pays for the infrastructure, hardware, and software and staff expertise to be able to deliver this element? In primary schools, the task of school 'technician' usually falls to someone who has shown some aptitude with technology. However, this person has other responsibilities and this is simply more work for them to do with little or no training or remuneration.

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

There is a lack of transparency in how funding in Wales is spent in tiers 1 & 2 of the three-tier model. Tier 1 tells schools that money is being put into supporting schools and tier 2 tells schools it is not enough and then can't agree between themselves (LA v Region) how much funding they receive/give and what that funding should be spent on.

There is also too much duplication between regional and LA work/responsibilities and this is a waste of money that could be better used by schools.

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

I cannot see how the formula is fair in any way to the school I work in or other schools in my authority.. We face high levels of deprivation, EAL, ALN yet my LA is consistently one of the worst funded LA's in Wales. It is supposedly the second city in Wales but nobody is prepared to invest in its children. These children deserve to be invested in and given the opportunity to break the cycle of poverty that they have been born into. In my school, we are seeing 3rd generations of families coming through and nothing has been done to change their lives. In the long run surely they are costing the government more.

- 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

I agree as a headteacher and as a parent that each child in Wales should be worth the same. However, having taught in an affluent area as well as in a deprived area I am fully aware of the additional pressures that poverty and EAL brings. All children deserve the best chance they can get and should be funded equally however there has to be additional support for the more vulnerable learners whose needs would not be met from a national formula.

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

The difficulty in commenting on this arises from the fact that there is such a variation in spending depending on the LA in Wales, so which LA spending do you compare to other UK nations? The aims of WG to improve standards, close the poverty gap and implement a curriculum which is world leading will not be achieved with funding remaining at its current levels and with it being formulated so differently across the 22 LAs in Wales.

Cynulliad Cenedlaethol Cymru | National Assembly for Wales

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 20

Ymateb gan: Cymdeithas Ilywodraethwyr ysgol Merthyr Tudful ac Ysgol Gynradd Edwardsville

Response from: Edwardsville Primary School and Merthyr Tydfil School Governors' Association

It is recognised that the Children, Young People and Education Committee's inquiry is focussing on the sufficiency of school funding in Wales and the way school budgets are determined and allocated. I have no doubt this detailed information will be provided by all the Authorities across Wales as well as the Cabinet Minister for Education. However, I feel it is very appropriate to respond to this consultation on how the reductions in funding is impacting on school's ability to deliver the education our children must have and deserve. This lack of funding will ultimately damage the delivery of the excellent Education in Wales: Our National Mission agenda, which I believe is well supported by everyone involved in education.

Despite the reduction in funding by Welsh Government to the Merthyr Tydfil County Borough Council over the past few years. The Authority has tried not to impact education, which has been one of its main priorities. However, the significant level of reduction in funding for the authority over the years has forced the budget available to education to reluctantly reduce. As a result of these reductions the impact experienced by schools has been: -

1. Teaching and non-teaching staff redundancies have been made.
2. The hours Learning Support Assistants are employed for were cut in line with the basic school day. Therefore, the use of these people's expertise during non-contact time has been lost.
3. With staffing resources being kept to a minimum it greatly reduces any schools' flexibility to meet the immediate needs of the most vulnerable children who might require intervention support and or effectively address any wellbeing issues.
4. Since September 2018 the Local Authority has frozen the level of enhanced payment for, the pupil 1:1 support. Even though this budget

is already overspent for this financial year there is still an increase in demand. Despite the facts of point 3 above schools are doing their utmost, by stretching their resources to the limit, in an attempt to meet the needs of these vulnerable pupils as best they can.

5. Many schools have had to make the difficult decision not to pay for peripatetic music and prioritise spending on core curriculum activities.
6. The use of technology in the teaching and learning environment is well recognised by the expectations set for Information Communication Technology (ICT) and the new Digital Competency Framework (DCF). The ongoing cost of maintaining/updating the equipment across a school is very challenging in this financial climate.

It is known there are ongoing significant funding reductions and there is great concern regarding the additional financial demands' schools will need to address related to: -

7. The requirements of the Professional Teaching Standards, which will generate increased costs associated with the Continuous Professional Development identified by all staff.
8. The transition to the new curriculum will have a cost in releasing all school staff to receive the necessary training. It is also expected there will be an increase in the costs of the resources needed to deliver this more innovative way of teaching and learning.
9. The introduction of the new ALN Bill requirements will increase the responsibility of Schools to assess pupils needs who must ensure those needs are met. This will increase the workload on the staff at a time when there is no slack to absorb this.
10. It is not clear at this time how the additional funding of teacher pensions, circa £75,000 for Merthyr Tydfil will be paid in 2019-20. If the responsibility falls to the local authority then this will obviously add further pressure on an already stretched budget.

The above list is not intended to be exhaustive. It is hoped the above information will have the serious consideration of the Children, Young People and Education Committee because it is believed the Merthyr Tydfil Local Authority are providing as much funding as possible to its schools.

It's appreciated the aggregated overall schools surplus balance at the end of the 2017-18 financial year increased from 2.6% to 4.78% (4.10% adjusted) and stood at 1.78% (1.10% adjusted) above the Merthyr Tydfil local authority benchmark target. The reason for this increase was schools were aware that a significant saving would be required again in the 2019-20 financial year and they prudently carried forward as much budget as possible to mitigate the impact. The overall schools' surplus balances are projected to be 2.7% (end 2018-19), 2.2% (end 2019-20) and 1.2% (end 2020-21).

Cynulliad Cenedlaethol Cymru | National Assembly for Wales

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 21

Ymateb gan: Unigolyn

Response from: Individual

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

Welsh Government has said it has transformational changes planned and being worked towards for Wales, however, we will have a new curriculum, with a renewed focus on professional development, but classes with increased numbers in each, because school budgets reached breaking point around three years ago and therefore teachers will not be able to maximise the benefit of their professional development or of the new curriculum because classrooms will be over capacity and support for pupils with ALN and EAL will not be achieved. It is impossible to see how this vision can be achieved. WG made a clear statement this year when they increased spending on other key areas, but cut spending to LAs, this will affect further spending on schools. We cannot offer the children who are our future what they deserve.

It seems as though governments (Welsh Government (WG) or Westminster) agree to pay rises, pension increases and the associated on-costs without then ensuring these commitments are catered for in settlements to local authorities (LA) and in turn to schools themselves. This is not a criticism of the agreement to pay increases etc. that are frankly long overdue. Despite constantly told how much WG and LAs are putting into supporting school budgets, it is irrefutable that schools have faced successive real terms cuts in the levels of core funding available when cost increases and growing expectations and responsibilities are considered. The National Assembly's Research briefing entitled 'School Funding in Wales' highlights the following facts:

- Since the academic year 10-11 and the current academic year 18-19, local authority gross expenditure on schools has decreased in real terms by 7.9%.

· The average amount local authorities spent per pupil in 18-19 whilst being £266 higher than that spent in 10-11 is a real terms decrease of 7.5%.

The reality is that there are more children in the system, therefore there has been no real terms increase per pupil.

This will only become worse if something is not done soon. The incoming Additional Learning Needs (ALNET) Bill changes will place even more responsibility on schools and local authorities. WG needs to consider the unintended consequences of ALNET as a matter of urgency if we are truly committed to meeting the needs of all children and young people. With regard to how education funding in the context of other services' funding, the current level of additional funding to health and social care is unsustainable. Additional funding announcements (whilst welcome when it seems we truly are at the point of no return) are ad hoc and serve to confuse and dilute genuine concerns and often when time and money has already been spent on processes to brace for the impact of budget cuts, such as redundancies. Schools that don't have their budgets bolstered by PDG funding are inadequately funded and there is a significant amount of pupils for whom the PDG/LAC fund is aimed at supporting (namely those pupils formerly LAC and now adopted from care) who are missing out as there is no means of identifying where these pupils are in 'the system'. Additionally, LAC funding seems to have been regionalised. As a result it is not aimed per pupil within each region, with LAs that have fewer LAC pupils taking a greater amount per pupil than other LAs, this results in equity not being achieved for LAC learners. Urban schools do not appear to be funded equally in relation to schools in rural areas. Whilst I acknowledge the difficulties rurality brings, it is not fair that children in urban areas do not benefit from the smaller class sizes that children in rural areas do. The funding stream for pupils with EAL has been savagely cut and now the support for these pupils will no longer exist. Again, urban schools, that have the greatest proportion of EAL children will have to use the insufficient resources they have to support these children with no additional means, again, another real terms cut.

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

The National Mission aims for a high quality education profession to teach our children. In Swansea, the amount of classes taught by an unqualified teacher has increased. Class sizes are increasing. Needs of ALN pupils are not being met. Education Improvement Grant funding used to more than

adequately provide recommended staffing ratios to deliver foundation phase provision and allow for school improvement is insufficient. Currently, it does not even provide enough funding to satisfy foundation phase recommendations. Mixed age classes have also increased. The number of schools able to meet the recommended adult:pupil ratio in Foundation Phase (1:8 Nursery and Reception and 1:15 Years 1 and 2) has decreased. With regard to 'inspirational leaders'. Leaders are under so much pressure due to the 'high-stakes' accountability system in Wales and the pressure of budgets and staffing their schools that many certainly do not feel in any position to 'inspire' others. This is further compounded by the recommendations regarding pay and conditions (Prof. Mick Waters et al) recently published, which certainly do not deliver the promised "no detriment" for school leaders in Wales. In addition, Prof Mick Walters proposed to streamline the old 54 teaching standards. This is not the case in the published new Teaching and Leadership Standards. The National mission aims for 'strong and inclusive schools committed to excellence, equity and well-being'. Schools do not have sufficient funds to put suitably qualified, high quality staff in classes. With regard to being inclusive, many Swansea schools struggle to ensure adequate provision meeting the needs of learners with statements (let alone those without a statement of ALN) and feel this will get worse with the introduction of ALNET. The National Mission recognises 'well-being' as including mental health. Schools are dealing more and more with mental health issues of both its pupils and others associated with those pupils. Waiting lists to access CAHMS are long. There is insufficient support for schools to be able to deliver this aspect of the National Mission. The National Mission intends to 'utilise the relevant technologies and skills to transform the digital competence of our learners'. This will be undeliverable within the context of ever increasing real terms cuts to deleted budgets. Who pays for the infrastructure, hardware, software and staff expertise to be able to deliver this element? In primary schools, the task of school 'technician' usually falls to someone who has shown some aptitude with technology. However, this person has other responsibilities and this is simply more work for them to do with little or no training or remuneration. The National Mission's Three-tier Model inadvertently sums up the current situation quite well pictorially. The top tiers bearing down on schools (Tier 3) and the middle tier being heavy with various organisations all in receipt of funding from WG and all contributing to the pressure schools are facing. A colleague's FOI request regarding the amount of funding given to Tier 2 was not answered satisfactorily by WG. There is a lack of transparency in how funding in Wales is spent in tiers 1 & 2.

The addition of regional consortia in addition to LAs, adds another layer which costs more money and takes funds away from children.

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

As mentioned above, there is a lack of transparency in how funding in Wales is spent in tiers 1 & 2 of the three-tier model. Tier 1 tells schools that money is being put into supporting schools and tier 2 tells schools it is not enough and then can't agree between themselves (LA v Region) how much funding they receive/give and what that funding should be spent on. There is too much duplication between regional and LA work/responsibilities and this is a waste of money that could be better used by schools. Schools are not properly consulted with regard to what they need. Regional initiatives are often rushed, are not differentiated to meet the individual school's needs, not properly thought through and often require a disproportionate amount of paperwork to access the initiatives. With confidence in the middle tier low and a complete lack of impact evaluation, the question of whether Wales can either truly afford or needs this unnecessary additional layer of governance must be candidly and transparently addressed. In our experience, there is also a lack of transparency regarding budget spend/allocation by regions and LAs.

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

I recognise that education remains a relative priority but is not funded nearly as well as other areas seem to be. I am not familiar with the formula but it would appear to have a disproportionate weighting on rurality. Is this additional funding for small and rural schools having the desired impact? Have other ways of operating small and rural schools been investigated? I work and live in Wales' second largest city. A mostly urban city with high levels of ALN, deprivation, and EAL; yet we are consistently one of the worst funded LAs. Why is that (given that research highlights poverty and deprivation as posing the greatest risk to pupil achievement)? This will have huge implications when the ALNET is implemented and huge implications for the future economy of Wales.

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

The OECD suggests a national funding formula. I agree as a headteacher and as a parent that each child in Wales should be worth the same. However, if the current formula for allocating money to LAs and the LA formulae for allocating to schools should not be used as a model for all going forward. Transparency over what the weightings will be etc. need to be consulted widely on before implementing a national funding formula. It surely can't be efficient for a country the size of Wales to have 22 different funding formulae. Pupils from 'affluent' areas should not be penalised for their postcode. They too can have emotional, physical and educational needs that schools must meet, whilst the impact of in-work poverty must not be ignored. Before any national formula could be explored, however, we need to be sure that there is sufficient funding in the whole system, otherwise the inadequacies in funding will simply be spread more widely. Furthermore, the adequacy of as crude an indicator as FSM must be properly scrutinised.

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

It is difficult to make a meaningful comparison. There are suggestions that the gap between per pupil funding in Wales and England has reduced to the point of being negligible. However, this is not because of increased funding in Wales. The research briefing states 'there has been a greater per pupil funding reduction in England (8%) than in Wales (5%) since 2009-10'. It is also worth noting that schools in Wales are less resilient than those in England as they have suffered under funding for much longer than those in England. There also remain significant differences in what each of the 22 LAs in Wales spend per pupil, let alone the country as a whole compared to other countries. Therefore, until the LA variations are evened out, a national 'average' per pupil spend is an unhelpful comparator. Ultimately, WG has very ambitious plans to have an education system that is a world leader. Ambitions that I applaud. However, that simply will not be achieved if funded at current levels and if this situation continues WG might have to revise its ambitions and be satisfied with a very basic education system, one in which many large classes are taught by unqualified teachers and schools are led by increasingly de-motivated leaders, affecting the future economy of the nation.

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Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 22

Ymateb gan: Cyngor y Gweithlu Addysg

Response from: Education Workforce Council

About the Education Workforce Council (EWC)

1. The Education Workforce Council (EWC) is the independent regulator in Wales for teachers in maintained schools, Further Education teachers and learning support staff in both school and FE settings, as well as youth workers and people involved in work-based learning.

The principal aims of Council are to:

- contribute to improving the standards of teaching and the quality of learning in Wales;
- maintain and improve standards of professional conduct amongst teachers and those who support teaching and learning in Wales;
- safeguard the interests of learners, parents and the public and maintain public trust and confidence in the education workforce.

2. This response will focus mainly on matters within the Council's core remit.

A complex system

3. Education and health are two significant areas of public expenditure in Wales. It is important that the balance between the two is appropriate as spending on education offers, in many instances, a "cost save" for the future.
4. The Council understands that both local authorities and schools have seen cuts in their budgets in recent years and many schools, particularly in the secondary phase are experiencing financial challenges. While the Council does not have specific detailed knowledge of local authority and school funding, it does highlight a number of matters where it has received feedback and that have been prevalent in the press.
 - (a) The Council invites the Committee to consider whether existing funding processes, formulae and weightings are appropriate, both at a national and local authority level. It is important that the correct

drivers are used in allocating funding to schools and for the correct purposes. Also, a significant amount of funding is unhypothecated, restricting the flexibility in its use and preventing targeting of local issues.

(b) In a recent Children, Young People & Education Committee meeting¹, the Cabinet Secretary was questioned about the level of reserves some schools are holding. When school leadership is faced with uncertainty in levels of funding year on year, this situation can be inevitable. Evidence gathered via interviews with headteachers and key stakeholders for a recent EWC research project highlighted that financial management was one of the aspects of headship that were found to be most difficult. Additionally, the issue was also raised that advice around financial management was often sought from the governing body. Schools with strong governing bodies that have members with finance backgrounds are therefore in a better position than those that do not have this expertise within their school.

(c) We increasingly see initiatives and funding streams identified for specific purposes, for example:

- £36 million fund to reduce infant class sizes (January 2017)
- £500,000 for Welsh language education resources (December 2017)
- £3 million of support for Wales' brightest and most talented pupils (27 February 2018)
- £14 million for school repairs (Kirsty Williams, 3 March 2018)
- £24 million package to help teachers deliver the new curriculum - £9 million for the National Approach to Professional Learning this financial year, increasing to £15 million next financial year (Kirsty Williams, 12 November 2018).

We consider it is important that there is a coherent long-term strategy for school funding which is evidence based, rather than piecemeal initiatives, so that schools are able to plan effectively. Typically school governing bodies and headteachers make appropriate and well-judged decisions about the application of funding received. Governing bodies are best placed to determine where funding should be spent and their decisions should not be constrained by silo funding.

¹ Children, Young People & Education Committee, November 8 2018. Available from: <http://record.assembly.wales/committee/5100>

- (d) Increasingly, large sums have been passed to regional consortia, who are charged with school improvement. It is not always clear how such funding is administered, with some monies retained and other monies passed directly to individual schools without local authorities having an understanding of the funding involved. The recent Estyn annual report², also highlights that there are still concerns in some consortia areas about their progress despite the fact that they have been in operation since 2012.
- (e) Supply costs represent a significant expense to schools. The EWC is now working with over 65 supply agencies in Wales and we have some 4600 teachers and 5300 learning support workers who indicate their primary employment as supply on the Register of Education Practitioners.
- (f) Negative press around funding issues in schools, such as the recent article outlining 400 teacher jobs under threat in Swansea³ contribute to how teaching is perceived as a profession of choice. EWC data already show that teacher numbers have been falling year on year, that Initial Teacher Education providers are failing to recruit to target, and that there are difficulties recruiting teachers from certain subject areas (e.g. Welsh, STEM) and to certain posts (Headteachers). There is a concern that these issues may escalate if not addressed in a timely manner.
- (g) The EWC registers and regulates practitioners in a number of education settings, including further education and work-based learning. We understand that some schools subsidise post-16 provision with pre-16 funding due to financial constraints. This is clearly of concern.
- (h) With the introduction of new legislation in relation to Additional Learning Needs, we would invite the Committee to consider whether funding for this specific area is sufficient.
- (i) Finally, the Council would like to see more data available for comparative and benchmarking purposes in respect of school funding.

² Estyn Annual Report 2018 available from [https://www.estyn.gov.wales/sites/default/files/documents/ESTYN Annual%20Report Accessible English 2018.pdf](https://www.estyn.gov.wales/sites/default/files/documents/ESTYN%20Report%20Accessible%20English%202018.pdf)

³ Walesonline (November 2018): 400 teacher jobs are under threat in Swansea, the council leader has warned. Available from: <https://www.walesonline.co.uk/news/wales-news/400-teacher-jobs-under-threat-15389488>

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SF 23

Ymateb gan: Comisiynydd y Gymraeg

Response from: Welsh Language Commissioner

Thank you for the opportunity to respond to the consultation on school funding in Wales.

The education sector is central to the Welsh Government's strategy of achieving a million Welsh speakers by 2050. One crucial aspect of the strategy is to increase the number of pupils in Welsh medium education. The projection towards a million Welsh speakers is premised on increasing the percentage of pupils receiving Welsh medium education from the current figure of 22% to 30% by 2031 and 40% by 2050. A second key aspect of the strategy is to reform the way Welsh is taught in English medium schools. The Welsh government indicates that it is the introduction of a new curriculum for Wales that will drive the required changes in this respect.

The *Cymraeg 2050* strategy has significant implications for local authorities, specifically in terms of educational policy. For example, the national strategy for expanding Welsh medium education will require local authorities to open more Welsh medium schools, to expand current Welsh medium schools, or to move schools along the linguistic continuum. Such changes will have obvious implications in terms of securing a sufficient number of teachers with the requisite skills to teach in such schools. There will also be obligations placed upon local authorities as a consequence of the second strategy of reforming the way Welsh is taught in English medium schools. For example, it might be the case that such schools will be expected to deliver an increasing share of the curriculum through the medium of Welsh. Not only will such changes have implications in terms of ensuring sufficient staff have the linguistic skills to deliver such a curriculum, but also in terms of the resources needed to support a reformed curriculum. It is clear that local authorities' ability to implement such changes, and thus contribute to the *Cymraeg 2050* strategy, will be severely undermined in the absence of sufficient funding from the Welsh Government.

I am aware that local authorities' education revenue is primarily derived from the annual local government settlement and also through council tax and non-domestic rates income. Although this funding is un-hypothecated, the size of the overall budget will directly impact how much funding local authorities have to allocate for various expenditure budgets, for example the education budget. This will, in turn, impact local authorities' capacity to achieve some of the Welsh

Government's key policy objectives, for example those of *Cymraeg 2050*.

According to the recent article by the Assembly's Research Service on 'School Funding in Wales' the total budget received by local authorities from the Welsh Government has decreased by 1.3% (real terms) between 2017-18 and 2018-19. The research also indicates that there has been a reduction of 7.9% (real terms) in the budget allocated by local authorities to the education sector between the years 2010-11 and 2018-19. These figures raise the question of whether current funding arrangements are sufficient to allow local authorities to drive the far-reaching changes required to achieve the Welsh Government's *Cymraeg 2050* strategy. Not only is it imperative that there is enough funding to delegate directly to schools, but also that local authorities have a healthy remaining budget to drive central policy objectives. This central education budget is crucial in terms of promoting and facilitating access to Welsh medium education, for example through funding free transport for pupils in Welsh medium schools. The recent article by the Assembly's Research Service indicates that the size of local authorities' central budget (the sum remaining after funds have been delegated to individual schools) has decreased significantly over the past decade. It is likely that the pressure placed upon the education budgets of local authorities have led some to reconsider and to consult on transport policies (for example), which could negatively impact Welsh medium and bilingual education. There is clear evidence therefore, that insufficient funding has already impacted on local authorities' ability to sustain their current support for Welsh medium education. This raises crucial questions regarding whether current funding arrangements are sufficient to enable local authorities to significantly increase the support and promotion of Welsh medium education, in line with the policy objectives of *Cymraeg 2050*.

Whilst ensuring sufficient core funding is crucial, it is also important to consider other funding streams open to the statutory educational sector in Wales. For example, I am aware that the Welsh Government uses the education budget to distribute grants which focus on delivering on key policy objectives and priorities, and have agreed to invest £100 million over the current Assembly's term. I am also aware that the funding provided to regional consortia contributes towards supporting Welsh medium and bilingual education. Furthermore, the Welsh Government has recently invested £30 million for capital projects relating to Welsh medium education. Considering that the Welsh Government received bids that amounted to £103 million, it is clear that there exists a demand for additional funding for the purpose of expanding Welsh medium education across Wales. It is also crucial to ensure that the 21st Century Schools and Education Capital Programme is used strategically to expand and support Welsh medium and bilingual education in Wales.

Whilst the above funding streams have contributed significantly towards strengthening the position of the Welsh language in the education sector, I believe there is a need for a more consistent, long-term, and substantial funding

strategy to support local authorities in contributing to the *Cymraeg 2050* strategy. It is likely that such a strategy will need to consider various ways in which this could be achieved, which would include the core funding streams as well as more focused funding grants. In this context, it is imperative that further consideration be given to how such funding streams could be aligned to facilitate the implementation of Welsh in Education Strategic Plans of local authorities.

I hope the above comments prove useful as you scrutinise the current school funding arrangements in Wales.

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SF 23

Ymateb gan: Comisiynydd y Gymraeg

Response from: Welsh Language Commissioner

Diolch ichi am y cyfle i ymateb i'r ymgynghoriad ar gyllido ysgolion yng Nghymru.

Mae'r sector addysg statudol yn rhan greiddiol o strategaeth Llywodraeth Cymru ar gyfer gwireddu eu gweledigaeth uchelgeisiol o gyrraedd miliwn o siaradwyr Cymraeg erbyn 2050. Un rhan allweddol o'r strategaeth yw cynyddu'r niferoedd o ddisgyblion sy'n derbyn addysg cyfrwng Cymraeg. Mae'r taflwybr i'r miliwn o siaradwyr yn seiliedig ar y rhagdybiaeth y bydd y nifer o ddisgyblion mewn addysg cyfrwng Cymraeg yn codi o'r ffigwr presennol o 22%, i 30% yn 2031, ac yna i 40% yn 2050. Ail ran allweddol y strategaeth yw diwygio'r ffordd mae'r Gymraeg yn cael ei haddysgu mewn ysgolion cyfrwng Saesneg. Yn ôl y Llywodraeth, cyflwyno cwricwlwm newydd i Gymru fydd yn ysgogi'r newidiadau hyn i'r ffordd y bydd y Gymraeg yn cael ei haddysgu mewn ysgolion cyfrwng Saesneg.

Mae gan strategaeth *Cymraeg 2050* oblygiadau arwyddocaol i awdurdodau lleol, yn enwedig ym maes addysg. Er enghraifft, bydd y strategaeth gyntaf o ehangu addysg cyfrwng Cymraeg yn gofyn i awdurdodau lleol agor ysgolion cyfrwng Cymraeg newydd, ehangu ysgolion Cymraeg presennol, neu i symud ysgolion ar hyd y continwwm ieithyddol. Bydd goblygiadau amlwg o ran cyflogi digon o athrawon i ddysgu yn yr ysgolion hyn yn ogystal. Bydd cyfrifoldeb hefyd ar awdurdodau lleol ac ysgolion yn sgil yr ail strategaeth i ddiwygio'r ffordd mae'r Gymraeg yn cael ei haddysgu mewn ysgolion cyfrwng Saesneg. Er enghraifft, mae'n bosib bydd disgwyl i ysgolion ddysgu cyfran uwch o'r cwricwlwm drwy gyfrwng y Gymraeg. Nid yn unig y mae goblygiadau i hyn o ran sicrhau bod digon o athrawon â'r sgiliau ieithyddol i gyflwyno cwricwlwm o'r fath, ond bydd hefyd ofnion ychwanegol o ran creu deunyddiau ac adnoddau i gefnogi'r cwricwlwm diwygiedig. Mae'n amlwg y bydd gallu awdurdodau lleol i gyflawni'r fath newidiadau, a drwy hynny gyfrannu l strategaeth *Cymraeg 2050*, yn cael ei danseilio'n sylweddol oni fydd cyllid digonol ar gael gan Lywodraeth Cymru.

Rwyf yn ymwybodol bod cyllid addysg awdurdodau lleol yn dod yn bennaf o'r

setliad llywodraeth leol blynyddol a hefyd drwy incwm y dreth gyngor ac incwm ardrethi annomestig. Er nad yw'r gyllideb hon wedi ei neilltuo, bydd maint y gyllideb gychwynnol yn effeithio'n uniongyrchol ar faint o arian y bydd modd i awdurdodau lleol ei ddyrannu i gyllidebau penodol, er enghraifft y gyllideb addysg. Bydd hyn yn ei dro yn dylanwadu ar allu awdurdodau lleol i gyflawni amcanion polisi Llywodraeth Cymru, er enghraifft amcanion *Cymraeg 2050*.

Yn ôl erthygl ddiweddar gan Wasanaeth Ymchwil y Cynulliad ar 'Gyllido Ysgolion yng Nghymru' mae cyfanswm y cyllid y mae awdurdodau lleol wedi'i dderbyn gan Lywodraeth Cymru wedi gostwng 1.3% mewn termau real rhwng 2017-18 a 2018-19. Mae'r ymchwil hefyd yn dangos bod gostyngiad o 7.9% mewn termau real rhwng 2010-11 a 2018-19 yng nghyfanswm yr arian mae awdurdodau lleol yn ei ddyrannu i'w wario ar gyfer ysgolion. Mae'r ffigyrau hyn yn codi cwestiynau pwysig ynglŷn ag i ba raddau y mae'r cyllid presennol yn ddigonol i alluogi awdurdodau lleol i yrru'r newidiadau pellgyrhaeddol sydd eu hangen er mwyn gwireddu gweledigaeth *Cymraeg 2050* Llywodraeth Cymru. Nid yn unig mae angen sicrhau'r cyllid sy'n cael ei ddirprwyo i ysgolion unigol, ond hefyd y gyllideb addysg sy'n weddill at ddefnydd awdurdod lleol. Mae'r gyllideb ganolog hon yn hollbwysig ar gyfer hybu a hyrwyddo mynediad at addysg cyfrwng Cymraeg, er enghraifft drwy ariannu cludiant am ddim i ddisgyblion mewn addysg cyfrwng Cymraeg. Mae erthygl ddiweddar gan Wasanaeth Ymchwil y Cynulliad yn nodi bod maint y gyllideb ganolog hon (hynny yw, y gyllideb sy'n weddill ar ôl dirprwyo cyllid i ysgolion unigol) wedi lleihau yn sylweddol dros y degawd diwethaf. Mae'n debyg mai'r pwysau hyn ar gyllidebau addysg awdurdodau lleol sy'n arwain rhai awdurdodau lleol i ystyried diwygio eu polisiau cludiant addysg (er enghraifft), a allai gael effaith andwyol ar addysg cyfrwng Cymraeg a dwyieithog. Mae tystiolaeth amlwg felly fod diffyg cyllid yn ei gwneud yn anodd i rai awdurdodau lleol gynnal y gefnogaeth bresennol i addysg cyfrwng Cymraeg, heb sôn am gynyddu'r gefnogaeth yn sylweddol yn unol ag amcanion polisi *Cymraeg 2050*.

Er bod sicrhau cyllideb graidd ddigonol ar gyfer awdurdodau lleol yn hollbwysig ar gyfer gyrru amcanion polisi *Cymraeg 2050*, mae hefyd angen edrych ar ffrydiau cyllido eraill ar gyfer y sector addysg statudol. Er enghraifft, rwyf yn ymwybodol bod Llywodraeth Cymru yn defnyddio'r gyllideb addysg ar gyfer darparu grantiau at bwrpas gweithredu polisiau a blaenoriaethau penodol, a bod y Llywodraeth wedi ymrwymo i fuddsoddi £100 miliwn ychwanegol dros dymor y Cynulliad presennol. Rwyf hefyd yn ymwybodol bod y cyllid sy'n cael ei ddarparu i gonsortia rhanbarthol yn cyfrannu at gefnogi addysg cyfrwng Cymraeg a dwyieithog. Yn ychwanegol i hyn, cyhoeddodd Lywodraeth Cymru yn ddiweddar fuddsoddiad o £30 miliwn ar gyfer prosiectau cyfalaf addysg cyfrwng Cymraeg, a

derbyniwyd ceisiadau gan awdurdodau lleol oedd yn dod i gyfanswm o £103 miliwn. Mae'n amlwg felly bod galw ymysg yr awdurdodau lleol am gyllid ychwanegol ar gyfer ehangu addysg cyfrwng Cymraeg. Mae'n bwysig hefyd sicrhau fod y Rhaglen Cyfalaf Ysgolion 21ain Ganrif Llywodraeth Cymru yn cael ei defnyddio mewn ffordd strategol ar gyfer ehangu a chefnogi addysg cyfrwng Cymraeg a dwyieithog ledled Cymru.

Er bod y ffrydiau cyllid uchod wedi cyfrannu yn sylweddol at gryfhau sefyllfa'r Gymraeg yn y sector addysg, rwyf o'r farn bod angen datblygu strategaeth gyllido fwy cyson, hirdymor a sylweddol ar gyfer cefnogi awdurdodau lleol i gyfrannu at dargedau addysg Cymraeg 2050. Mae'n debyg y bydd angen i strategaeth o'r fath ystyried amryw o ffyrdd gwahanol o gefnogi awdurdodau lleol i'r perwyl hwn, gan gynnwys cyllidebau craidd awdurdodau lleol, a hefyd grantiau cyllido mwy penodol. Yn y cyd-destun hwn dylid ystyried sut gellid cydlynu'r ffrydiau cyllido hyn i hwyluso gweithrediad y Cynlluniau Strategol y Gymraeg mewn Addysg awdurdodau lleol.

Gobeithio bydd y sylwadau hyn o gymorth ichi wrth graffu ar drefniadau cyllido ysgolion yng Nghymru.

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 24

Ymateb gan: Cyngor Bro Morgannwg
Response from: Vale of Glamorgan Council

The Vale of Glamorgan Council welcomes the opportunity to contribute to the Children, Young People and Education Committee's inquiry into school funding in Wales. Please find our response to key focus areas of the inquiry below.

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

Public spending on education across the OECD has lagged behind the growth of GDP since 2010. Spending on education in Wales has reduced by 10% over the past 10 years, compared with a standstill (0%) position on social services and a 21% increase in spending on health.

Although the total Education Indicator Based Assessment (IBA) within the Local Government Settlement has increased from £2.133bn in 2009-10 to £2.242bn in 2018-19, this has not been sufficient to cover the fundamental cost of delivering education in Wales, let alone inflation. It should be noted that the 2019-20 Provisional Local Government Settlement does not provide the full funding to schools next year to pay for pay awards. In addition there have been no monies provided to pay for the increased costs of Teachers Pensions estimated at £41 million for 2019-20 and £70 million in a full year. This means that education services and schools in particular will be facing extremely difficult decisions to balance their budgets with compulsory redundancies being inevitable unless significant new monies are invested in the service.

It is absolutely clear that there continues to be significant real term cuts in the level of core funding available over time once funding changes are compared with the scale of cost increases and growing expectations and responsibilities / policy initiatives placed on local authorities and schools.

Schools are facing increased demands relating to Additional Learning Needs and curriculum reform, however, these areas are not being funded

sufficiently. Early intervention and preventative provision should be prioritised if we are to meet expectations set out in the National Mission. Similarly, there are many barriers to learning that pupils from ethnic minority backgrounds, those with English/Welsh as an additional language and children and young people from traveler families, face throughout the course of their education. Equality of opportunity for these pupils cannot be achieved without targeted support which should be adequately funded.

At present, the majority of preventative funding appears to be allocated to the Health Sector. The Vale of Glamorgan Council works with the Public Health Board, Cardiff and the Vale UHB and other partners to implement particular initiatives in schools although it is questionable whether any of this work will have a discernible impact due to the way in which it is funded e.g. through short term grants or initiative specific funding which has largely been allocated to other agencies. This funding needs to be included in the core funding for education to enable support to be differentiated and more appropriately targeted resulting in a greater impact on the wellbeing of individual pupils.

Local Authorities do not receive sufficient funding for pupils with complex needs who require specialist provision. There is a grey area in relation to the education needs of these pupils as compared to their health needs. This results in special schools having to foot the bill for medical and nursing costs which should be met by Health Boards. This is placing a further burden on the inadequate funding for education services and schools at individual local authority level. The increase in the number of children with complex needs coming into the system inevitably results in more of the schools' funding cake being allocated to special schools (special school places are significantly more expensive than the cost of a place in a mainstream setting), thereby reducing the portion left to distribute amongst the remaining schools. This inevitably pits schools against one another as they seek to influence and maximise the overall quantum being allocated to their sector, e.g. primary, secondary, special etc.

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

Core statutory education provision is fundamental to the delivery of the Welsh Government's longer term policy objectives and needs to be consistently recognised as such. Short term / time limited initiatives, however well intentioned, can have only a limited impact without maintaining an adequate level of core resourcing and provision.

The realisation of the new curriculum will require the development of a high quality education profession. The recently announced £15 million grant funding across Wales for professional development is well intentioned but will be subject to specific criteria. It will be made available to schools at a time when reductions to core funding and the need for schools to balance their budgets will inevitably lead to redundancies. This funding could have perhaps been better used for ensuring appropriate core funding of teachers pay and pensions. It is critical that the education workforce receives professional learning support to deliver the four purposes of the new curriculum. However, this is an on-going requirement rather than a time limited one and as such it should be recognised by including adequate funding in the Revenue Support Grant so that it can be subsumed into schools' core funding. This would enable schools to access professional learning opportunities without grant funding and the restrictions and bureaucracy that accompany it.

Extensive professional development and upskilling is required in preparation for the implementation of the Additional Learning Needs and Education Tribunal (Wales) Act. Although there will be common national training packages these will need to be delivered locally by Local Authorities and/or schools who will need appropriate time and resources to ensure effective roll-out. The extension of the statutory age range from 0 to 25 and transfer of responsibility of Post 16 specialist placements to Local Authorities will inevitably result in additional costs in meeting the needs of learners with additional learning needs which has not been acknowledged by Welsh Government.

“Strong and inclusive schools committed to excellence, equity and well-being,” is a key enabling objective underpinning the national mission. “All learners must be supported to be emotionally and physically ready to learn in a safe and supportive environment. Equity requires that we ensure the system, at school, local and national level takes account of and responds to the unique challenges that present themselves to individuals or groups of learners”.

While the pupil deprivation grant is welcomed, it is linked to those pupils eligible for free school meals and fails to take into account the needs of other pupils who are not eligible but nevertheless face barriers to learning. Again, this funding should be transferred into the RSG to aide more effective targeting of funding to meet the needs of all pupils.

Welsh Government's vision encompasses our ethnic minority pupils who may need English and/or Welsh language support, or face risk of

underachieving for other reasons. It is recognised that some pupils need additional support to embrace fully, the educational opportunities available in Wales yet, funding for this essential support has been cut and could be removed all together after 2019/20.

The decision by the Cabinet Secretary for Education, as part of the 2017/18 budget, to stop the Minority Ethnic Achievement Grant (MEAG) funding not only failed to take into account the priority set out in the national mission, it disregarded other current Welsh Government priorities. For example: 'Prosperity for All; the National Strategy' sets out Welsh Government's vision for Wales as a vibrant, tolerant and welcoming place to live and work, a country which is outward looking and where people of all backgrounds are respected and valued. It states a commitment to continue to work to counter discrimination and ensure opportunities for all. Welsh Government's Community Cohesion plan and it is expected to have four themes:

- Work at a strategic level to build community cohesion and inclusion.
- Work at a local level to break down barriers to inclusion and integration for particular groups and communities.
- Support for migrants, refugees and asylum seekers and settled communities during the integration process.
- Support for communities to prevent and manage community tensions, hostility and extremism.

Again, these themes are directly compatible with the objectives and outcomes of the MEAG funding.

There is inconsistency between Welsh Government's objectives to reduce surplus places on the one hand but at the same time to increase Welsh-medium places beyond identified current demand and the protection of small and rural schools. These policy initiatives require significant additional funding if they are to be realised. Some grant funding has been made available to small rural schools but again, this can only be used in line with prescribed criteria and in any event only totals £2.5 million per annum (£10 million over 4 years) across Wales. To put this in perspective, the Vale of Glamorgan was allocated £57,000 under this grant which has been shared between 5 schools in line with the criteria which restrict how it can be spent. It is difficult to comprehend allocations of this nature at a time when core funding for schools is inadequate.

While capital funding to establish new Welsh medium schools has been made available through the 21st Century Schools funding there has been no corresponding revenue funding for the operation of these schools. In past years, the Vale of Glamorgan Council has sought to rationalise its school estate to reduce surplus capacity and improve efficiency in line with WG requirements. We are now expected to expand Welsh language places and are told that the surplus place requirements that have applied in the past will not apply to Welsh medium schools. This introduces inefficiency into the system. The Vale of Glamorgan plans to limit additional revenue costs where possible by providing new school buildings e.g. 420 places and moving an existing Welsh medium school of 210 places into the new building. This provides additional capacity but removes the need to establish a new school and new staffing structure. This would see the school grow incrementally and take on new staff as and when needed thereby partly mitigating the costs of establishing a new school. However, this approach is not possible in all areas. Although the Education IBA takes into account total numbers of pupils in local authorities there is no allowance made for the inefficiency caused by surplus places. This policy initiative is not funded and will again impact on funding for schools at an individual local authority level. Using the cake analogy, this has the unintended consequence of creating animosity in the schools system towards Welsh medium schools.

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

School budgets in Wales have seen a year on year reduction in real terms despite local authority efforts to protect schools from cuts which, with the exception of Social Care, have been largely borne by other services. Many local authorities are allocating funding to education in excess of their individual indicator based assessments (IBA). While it is accepted that the latter is a proxy of the need to spend rather than a target, IBA's are reasonably closely aligned to available funding and patterns of spending. This relative protection for schools has inevitably placed pressure on the funding available for other Council services.

The following table shows the movement in the Education IBA for the Vale of Glamorgan alongside the movement in pupil numbers.

Year	IBA £'000	Movement on previous year £,000	Movement since 2012/13 £'000	Pupil Number Movement
2018/19	96,899	+2,458	+£2,871	+282
2017/18	94,441	-739	+£413	+272
2016/17	95,180	-578	+£1,152	+145
2015/16	95,758	-68	+£1,730	+156
2014/15	95,826	-566	+£1,798	-9
2013/14	96,392	+2,364	+£2,364	
2012/13	94,028			

The 2018/19 IBA is almost as low as funding in 2013/14. In real terms this represents a significant cut after allowing for the cost of inflation and an increase of 846 pupils (excluding sixth form).

The next table shows the actual allocation of funding to education in the Vale of Glamorgan compared to IBA.

	IBA £,000	Budget £,000	Budget less IBA £,000
18/19	96,899	99,885	2,986
17/18	94,441	97,518	3,077
16/17	95,180	96,587	1,407
15/16	95,758	96,128	370
14/15	95,826	96,191	365
13/14	96,392	96,725	333
12/13	94,028	93,049	-979

As can be seen, the Vale of Glamorgan Council has consistently funded above IBA since 2012/13 which has inevitably had an impact on the funding available for other services.

The need to fund education above the indicator based assessment is mirrored in many other local authorities which could suggest that the weighting given to education is insufficient. However, that would be a

simplistic assumption as the most likely explanation is that the overall quantum for local government is insufficient.

The allocation of education funding to local authorities is an issue that the Vale of Glamorgan Council has brought to the attention of Welsh Government over a number of years. In 17/18 the IBA per pupil for the Vale of Glamorgan was £548 below the Welsh average and £1,222 below the highest funded LA. The Vale of Glamorgan receives the lowest amount of funding per pupil in Wales and is significantly behind the next lowest funded.

The Council has worked closely with its Schools Budget Forum in order to understand the disparity in funding across Wales. Clarification has been sought about the formula used by Welsh Government to generate the Indicator Based Assessment for Education. Correspondence with a number of Ministers and Cabinet Secretaries over the past 4 years and recent meetings with local AM's and MP's has failed to identify the factors which result in the guide line cost of educating a pupil in the Vale of Glamorgan being substantially less than the rest of Wales.

Welsh Government has confirmed that the formula is underpinned by four principles; equity, stability; clarity and relevance. However, it has acknowledged that sparsity is based on data in the 1991 Census, the special education formula was last updated in 2006 and the primary and secondary formulae in 2003. Welsh Government has been reluctant to commission a full independent review of the Local Government Standard Spending Assessment formula, placing the responsibility for driving such a review with the 22 local authorities.

We have sought to understand the reason for this substantial variation but have been largely dismissed by Welsh Government with comments such as:

- "We expect local authorities to deliver our shared aim of high quality education for every child and set budgets at a level which gives every school the resources needed to reflect this priority."
- "Spending per pupil reflects the spending decisions that the Council has taken in setting its budgets for schools as part of the overall budget decisions made by the Authority."

Clearly, this fails to acknowledge responsibility for the overall quantum of funding allocated to local government for Education and the subsequent distribution of that funding to individual local authorities.

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

Local Government has repeatedly called for an end to hypothecation and for funding to be transferred into the Revenue Support Grant (RSG). This would not only ensure that schools receive appropriate levels of core funding but would also eliminate the significant bureaucratic burden that accompanies hypothecation. In spite of this, in recent years we have seen an increase in the number of individual grants for schools being introduced by Welsh Government. These have often been introduced with limited prior notification and with a narrow timeframe for LAs to formulate bids.

Certain grant funding streams have been provided for a number of years resulting in schools' reliance on this funding to deliver the core offer, e.g. Foundation Phase and Pupil Development Grant. This funding needs to be transferred into the RSG. A transfer would remove the associated administrative burden and cost along with the unnecessary delay in schools being notified of their funding allocation. This would not only be more efficient, it would improve the adequacy of core funding and flexibility for schools over how they utilise available funding to deliver key priorities.

Indicative grant allocations are often provided late in the financial planning cycle and sometimes with no projections beyond the next financial year. Together, these issues lead to greater than necessary bureaucracy and administration throughout the system and sometimes result in reactive decision-making, where more flexible allocations and / or earlier warning may lead to better planning and improved outcomes. Schools need longer term funding commitments allowing them to plan improvement over at least a three year period with greater surety on budgets.

The top slicing of funding for new initiatives e.g. small and rural schools, reducing class sizes, school bursars etc. has had the effect of eroding schools' core funding resulting in schools seeking additional funding for the basics and being distracted from their core business by spending a disproportionate amount of time on grant bids, income generation schemes etc. This position cannot be justified.

Certain grants cannot be accessed by all schools which exacerbates the disparity in funding levels between schools both within and between local authorities. For example, significant funding has been top sliced to fund the reduction in class sizes in the primary sector however, the criteria includes a requirement for schools to have class sizes of 29 and to have significant

levels of free school meals. In the Vale of Glamorgan there are only a few primary schools that meet the FSM criterion. Clearly, those local authorities with higher levels of deprivation will have a high number of schools which can benefit from the funding. This would not be an issue if schools received adequate levels of core funding. The same schools also receive very small levels of pupil deprivation grant. As explained above, while the level of free school meals is a reasonable proxy of deprivation, it does not adequately provide for the needs of those pupils not eligible for FSM. This funding should be transferred to the RSG to enable local authorities to allocate it to schools in an equitable manner taking into account local knowledge of the specific needs of our schools.

Lack of transparency over the treatment of funding for Minority Ethnic Achievement, Gypsy Roma and Traveler learners (MEAG) in 2018/19 and continuing uncertainty over the future of this funding is undermining the planning of provision for these vulnerable groups of learners as well as placing large numbers of staff at risk of redundancy.

A reduced level of funding has been restored for 2018/19 through a grant. WG has committed the same level of funding across Wales for 2019/20 but has not yet informed LAs of their allocations. Again, this makes it difficult for LAs to plan services for the year ahead and prolongs uncertainty for staff. WG has requested that regional services are developed but has not guaranteed any funding beyond 2019/20 for regional provision.

The announcement of £14m for schools' building maintenance in March 2017/18, while well intentioned, did little to improve transparency of funding. The source of this funding was not made clear and led to questions being raised about why this funding could not have been secured for the continuity of support for ethnic minority pupils. It became apparent that Welsh Government's intention was to allocate funding directly to schools to assist with their overall funding pressures. This had the unintended consequence of artificially inflating school balances which was unhelpful given Welsh Government's criticism of the level of schools balances in Wales which tends to be used to defend Welsh Government's position on education funding. This position could have been avoided if the funding had instead been allocated to local authorities to use for essential maintenance to school buildings.

There appears to be a growing reluctance to fund schools through the revenue support grant. This is evidenced by growth in the number of grants whether allocated to consortia, schools or local authorities. This reduces the flexibility of local authorities to target resources appropriately to meet

national and local priorities and more importantly, it reduces the core funding available to schools.

This approach is incomprehensible when one considers the priority local authorities have afforded to education in recent years and the increase in the percentage of education funding being delegated to schools.

Too much funding is hypothecated for particular initiatives without the necessary understanding of local context and priorities. It is national government's responsibility to set policy and it should be for local government to decide on how policy can be implemented most effectively and efficiently in partnership with schools. Too many directly funded projects have resulted in resources being used inefficiently with limited impact, e.g. Schools Challenge Cymru. This funding should have been transferred into the Revenue Support Grant to support classroom provision for all pupils.

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

Welsh Government oversight of how Local Authorities (LAs) set individual school budgets includes the review of a range of annual return of various information from LA's, such as the Section 52 Budget Statement. LA's are required to comply with the School Funding Regulations and the contents of their own Financing Schemes and Schools Funding Formulae when producing their annual school budget allocations.

Welsh Government recently requested that local authorities complete a detailed ad-hoc financial return which suggests that the information required could not be extracted from the standard annual returns completed by LAs. The content of the fixed annual returns would benefit from review as well as the consistency and comparability of the information provided by LA's to determine whether a more streamlined, informative method of data collection could be developed.

In the Vale of Glamorgan, we have undertaken a full review of the schools' funding formula with schools. This was a detailed and lengthy piece of work which involved building up each component of the formula from a zero base. The improved clarity and transparency of the formula and the co-construction with schools has improved their understanding of the formula and the funding which is delegated to their schools. Interestingly, schools

now recognise that the education funding coming into the local authority via the RSG is inadequate which has switched their focus from being critical of the local authority to lobbying for a review of the formula for the distribution of education funding across Wales.

This work has been shared with colleagues across Wales via the ADEW Finance Group. Work is also continuing on the development of schools financial benchmarking across Wales. The information derived from WG statistical returns referred to above is limited and it is clear that local government is developing its own approach to monitoring and review which is based on discussion rather than a mechanistic compliance model that does not account for local need and priorities.

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

It has become increasingly difficult to make meaningful funding comparisons with other UK nations due to the increasing divergence in education systems. Welsh Government needs to focus on establishing the fundamental cost of education within the Welsh education system if it is to fund education and schools appropriately to meet the vision set out in its national mission.

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Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 25

Ymateb gan:

Response from: Chair of the Vale of Glamorgan Budget Forum

I write as chair of the Vale of Glamorgan Budget Forum in response to the CYPE Committee Inquiry into School Funding call for evidence.

The level of funding allocated per student in the Vale of Glamorgan, but more significantly the level of funding given to the pupils in comparison to students across the rest of Wales, has been the source of much debate and disappointment to members of the Budget Forum over many years.

As a forum we appreciate that the funding of schools is the responsibility of the Local Authority we are also aware, however, that the authority must give consideration to the Welsh Government calculated indicator based assessment (IBA) when allocating funding to schools and it is difficult for an authority to fund a service above IBA in the light of other pressures in other directorates.

The Vale of Glamorgan has funded education services above IBA since April 2013 and yet pupils in the Vale of Glamorgan remain the lowest funded in Wales as demonstrated in the table below. Interestingly, there are other authorities in Wales that fund Education services below IBA and yet the budget per pupil is still higher than in the Vale.

Year	Rank for gross expenditure per pupil	IBA £'000	Budget above IBA £'000	% above IBA
2013/14	22 nd	96,392	333	0.3%
2014/15	22 nd	95,826	365	0.4%
2015/16	22 nd	95,758	370	0.4%
2016/17	22 nd	95,180	1,407	1.5%
2017/18	22 nd	94,441	3,165	3.4%
2018/19	22 nd	96,899	3,091	3.1%

The Forum has also noted that the gap between funding levels in the Vale of Glamorgan in comparison to the national average has increased by £125 per pupil in comparison to 2015/16 now standing at £568 per pupil below the national average. Further analysis shows that the funding per pupil is £1,349

per pupil below the highest figure which is a funding gap per pupil of 26% as identified in the table below.

Gross Education Expenditure per pupil

Year	VoG	Wales Average	Variance between Vale and Average	Lowest Funded	Highest Funded	Variance between Lowest and Highest	
2014/15	£5,145	£5,607	£462	£5,145	£6,302	£1,157	23%
2015/16	£5,083	£5,526	£443	£5,083	£6,322	£1,239	24%
2016/17	£5,051	£5,570	£519	£5,051	£6,349	£1,298	26%
2017/18	£5,022	£5,628	£606	£5,022	£6,382	£1,360	27%
2018/19	£5,107	£5,675	£568	£5,107	£6,456	£1,349	26%

The table also identifies that whilst the Vale of Glamorgan chose to fund the Education Budget at 3.1% above IBA the funding per pupil in 2018/19 at £5,107 is lower than the £5,145 budget allocated in 2014/15.

As a Budget Forum group we have raised our concerns with the Welsh Assembly Government, specifically asking for clarity around the funding methodology employed to calculate what presumably equitable IBA were across authorities. In their response WAG referred us to the 'green book'. Upon examination of the green book we were found that the document identifies the weightings applied within different elements of the formula without explaining the rationale used to arrive at these weighted values neither does it identify the frequency with which these weightings are reviewed to ensure that they are still relevant. As an example, there is a sparsity allowance within school funding which is not related to transport and we note that this significant amount of funding is based on dispersion calculations from the 1991 and 2001 census data.

A second example that leads us to question the robustness of the whole formula is the special school IBA calculation. The IBA calculation is weighted for children in lone households, dependent children in out of work families and dependent children in households where the head is in a low occupational classification. Whilst there is a level of correlation between deprivation and some special educational needs this is not always the case. For instance there is no evidence to suggest that autism cases are concentrated in areas of poverty. The number of pupils with autism is growing at an alarming rate with all schools reporting marked increases and special schools reporting that the demographic change is towards extremely challenging younger pupils with a diagnosis and we do not see how the formula is reflecting this fact.

The issues outlined above do nothing to provide the Vale of Glamorgan Budget Forum group that the IBA methodology employed by the Welsh Government is robust and relevant and we feel that a thorough review is needed. This opinion seems to be supported by the Organisation for Economic Co-operation and Development (OECD) who in their recent report '**Developing Schools as Learning Organisations in Wales**' stated that the current funding model had led to "the lack of a level playing field," and that "the evidence suggests that differences in local funding models are causing concern about unequal treatment of schools in similar circumstances," and that "the Welsh Government should therefore consider reviewing its school funding model if it is to realise its ambitions for equity and education and student well-being."

As a Forum we believe that it is important not to lose sight of the practical consequences of the funding issue that we have raised in this submission and we would, therefore, like to share a few examples supplied to us by local schools of the consequences of insufficient funding:

- Primary schools unable to meet foundation phase ratios
- Training and resource budgets used on staffing
- Creative use of grants
- Out of date ICT
- Headteachers teaching classes
- Headteachers spending more time off site trying to earn money
- Narrowing curriculum
- Restructuring admin
- Reducing technicians and support staff
- Not maintaining premises, unpleasant teaching environments
- Pupils sharing books
- PPA covered by LSAs
- 93% of school funding is spent on Staffing (1718 budget) which has risen from 92% in the 1617 FY

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SF 26

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 for 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 to 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

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SF 27

Ymateb gan: Tîm Cymorth Lleiafrifoedd Ethnig ac Ieuenctid Cymru

Response from: Ethnic Minorities & Youth Support Team Wales (EYST Wales)

1. About EYST Wales – EYST Wales is a Wales wide charity established since 2005 which aims to support ethnic minority young people, families and individuals living in Wales and help them to contribute, participate and feel a valued part of Wales. It does this through a range of services targeted variously at ethnic minority young people, ethnic minority families, refugees and asylum seekers and also the wider public.

EYST Wales coordinates the All Wales BAME (Black Asian Minority Ethnic) Engagement Programme, a three-year project funded by Welsh Government to gather views and experiences of BAME people living in Wales and improve the evidence base from which to positively influence public policies and services to better reflect the needs of BAME communities. This project is one of seven Welsh Government Equalities and Inclusion Grants. Our team are building four regional fora which covers the whole of Wales and acts as a platform to unify and amplify the voices of various groups and people working to further racial equality in Wales. We are currently gathering evidence on the experiences of ethnic minority young people in schools in Wales. Working with partners, we have recently published the paper <http://eyst.org.uk/post.php?s=2018-10-30-experiences-of-racism-race-in-schools-in-wales> “Racism & ‘Race’ in Schools: Experiences & Practices in Wales”.

EYST would also request to give oral evidence when the inquiry begins, drawing upon the participation and knowledge of our regional forum members.

2. Diverse Population: School funding and arrangements for school funding must duly consider the needs and issues facing pupils of ethnic minority heritage. Wales is becoming an increasingly ethnically diverse nation and the percent of population who do not describe themselves as White British rose to 4% in the 2011 census. Currently, over 10% pupils in Wales is from an ethnic minority

background. That represents an increase of 62% since 2003/4¹. BAME pupils account for 32% of pupils in Cardiff schools, 24% in Newport Schools, 14% in Swansea schools and 10.4% in Wrexham schools (Stats Wales Dataset). Though BAME pupils are concentrated in Cardiff, Newport and Swansea², they live in each of Wales' 22 local authorities and are becoming more widely diffused geographically³.

3. Reduction in targeted support for BAME & GRT Pupils: As the number of ethnic minority pupils is increasing, the amount of funds dedicated to their support has been decreasing steadily since 2013 with funding “moved into broader initiatives for all learners.”⁴ Welsh Government provided targeted funds to support the achievement of BAME and GRT pupils for a number of years, but in recent developments, may not be providing such specific funding in the future. In 2015, the Welsh Government chose to remove the ring fenced per-pupil Minority Ethnic Achievement Grant (£10.5 million at 2014-15) and Gypsy and Traveller Grant (1.1 million at 2014-15) which along with 11 other educational grants were collated into the generic Education Achievement Grant (EIG) held by Regional Consortia and provided primarily to mainstream schools rather than specialist centralised services (the old Traveller Education Services for example). Since this time, the Cabinet Secretary for Education announced that funding for BAME and GRT pupils will be entirely transferred to the RSG. Following representations from the sector, some interim funding has been allocated for the specific support of BAME and GRT pupils. However, medium- and long-term funding remains cloudy, with a number of stakeholders expecting that the services will disappear in the long term.
4. Impact on BAME Pupils: The reduction of targeting funding to support ethnic minority pupils has had the following results: 1) cuts to centralised specialist services, many of which have been developed for specific communities and 2) reduction of BAME/Gypsy Traveller staff members, not only through funding cuts, but also through the uncertainty of funding for the service, and also of staff members who are well placed to respond confidently and competently to racist bullying. In various fora, EYST has heard evidence that these changes in funding are being made too quickly, without sufficient consideration to the impact on BAME and GRT pupils, particularly in those locations with models of engagement with BAME and GRT pupils which are having a positive impact on

¹ Lewis & Starkey (2014) *Ethnic Minority Pupils: Evidence Review & Practice In Wales*, p. 9, <http://gov.wales/docs/caecd/research/2014/140610-ethnic-minority-pupils-en.pdf>

² Over 60% of BAME pupils in Wales live in Cardiff, Newport and Swansea.

³ Lewis & Starkey (2014) *Ethnic Minority Pupils: Evidence Review & Practice In Wales*, p. 9-10, <http://gov.wales/docs/caecd/research/2014/140610-ethnic-minority-pupils-en.pdf>

⁴ Brentnall J, “Consultation Education Improvement Grant: Gypsy, Roma and Traveller and Minority Ethnic Children” 2016

pupil engagement. There are serious concerns relating to both educational attainment and teacher diversity.

5. Educational Attainment: In Wales, gaps within ethnic minority achievement have generally been closing with a few exceptions. In the last 10 years, Bangladeshi and Pakistani students have caught up with or surpassed the national average at Key Stage 4. However, attainment figures for Gypsy/Roma/Traveller and also for several Black and Mixed ethnicities are below the national average. Some Black and Mixed ethnic groups show a decline in achievement through key stages 1-4⁵. The United Nations Committee in the Elimination of Racial Discrimination (UNCERD) has called for all UK nations to specifically address achievement gaps of Black African, Black Caribbean and GRT pupils⁶. There are a number of good practice models in Wales, developed in specific communities and contexts, which should be replicated where needed, rather than cut back. These programmes and their specialist staff often go far beyond addressing educational attainment. They are often the staff members who can confidently prevent and address racist bullying. Likewise, these programmes often provide resources which allow BAME and GRT pupils to learn about their own identities and histories and develop self-esteem and self-identity within an otherwise White-centric curriculum. For one example, a school in Torfaen has a centre where Gypsy Traveller pupils learn about human rights and their own culture. These pupils explain this centre as important not only for their own education but also so that White British peers understand their history and culture. Such programmes also forge links between parents and schools.
6. Teacher Diversity: Whereas pupils in Wales are becoming a more ethnically diverse group, teachers in Wales are not. BAME teachers account for less than 3% of teachers and there is an even more pronounced under-representation of BAME teachers in leadership. In 2015/16, 25 people of colour embarked upon Initial Teacher Training in Wales – 2% of the cohort⁷. This figure has been declining since 2010 and there is some evidence that aspiring BAME teachers avoid or leave the profession due to racism in schools⁸. As specialist services supporting ethnic minority students are cut and de-hypothecated, there is a detrimental impact on BAME teaching staff, further contributing to a lack of ethnic diversity in teaching staff in Wales. An investigation into the EIG after initial cuts, showed there the reduction in White/British/Majority staff was 16.2% and the reduction in BAME/GT staff was 21.8%.⁹ Brentnall argues that

⁵ Nicholl, Jones & Holtom, *Breaking the Links Between Poverty & Ethnicity in Wales*, p. 16, Joseph Rowntree Foundation:2016

⁶ *Concluding observations on the 21st-23rd periodic reports for the United Kingdom*, UNCERD, 2016

⁷ StatsWales dataset <https://statswales.gov.wales/Catalogue/Education-and-Skills/Post-16-Education-and-Training/Higher-Education/Initial-Teacher-Training-ITT/students-in-Wales/firstyearsonitecoursesinwales-by-ethnicity-year>

⁸ BBC Wales 17 June 2017

⁹ Brentnall J, "Consultation Education Improvement Grant: Gypsy, Roma and Traveller and Minority Ethnic Children" 2016

disproportionate cuts to frontline support for BAME/GT pupils combined with disproportionate impact on BAME staffing may be in breach of Equality Legislation.

7. Recommendations:

- Any proposed further changes to current funding for programmes which support BAME and GRT pupils must be carefully scrutinised, including an analysis of how pupils will be affected and how BAME and GRT staff will be affected by further funding cuts and further de-hypothecation;
- Programmes which are successful and are working well both at engaging pupils and raising educational attainment should be funded to continue;
- Any further de-hypothecation of targeted funding for BAME and GRT pupils must be carefully monitored to ensure that funding still makes its way to support BAME and GRT pupils;
- 'Mainstream' teachers are trained in a) cultural competence, the skills to reflect upon on their own identity and privilege and how that may affect pupils; b) to recognise and respond effectively to racism and c) to develop curricula which reflect the make-up of students in the classroom.

Cynulliad Cenedlaethol Cymru | National Assembly for Wales

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 28

Ymateb gan: Cyngor Sir Ceredigion

Response from: Ceredigion County Council

Areas of focus	Comments:
The sufficiency of provision for school budgets, in the context of other public service budgets and available resources	As with all public services in the UK, schools are facing major challenges in seeking to maintain standards, let alone improve them, given the spiralling costs, the increasing demography and the at-best-neutral financial resources. For example, Ceredigion's Revenue Support Grant (RSG) from the Welsh Government has fallen by £6.4M (6%) in the last 5 years, from nearly 80% of the Council's total resources to little more than 70%. When also factoring in pay awards, price inflation and increased demands, Ceredigion has had to find £34M of savings since 2012. With delegated school budgets accounting for nearly 30% of the Council's total budget, it is inevitable, despite Ceredigion's (and other LA's) best efforts to protect school funding from the worst effects of the Welsh Government's cut to the RSG, that schools' resources have suffered a major real terms cut as a consequence of the aforementioned pressures, a situation being further exacerbated by the Welsh Government's failure, thus far at least, to provide any funding towards the significant increase in teachers' pension costs from September 2019, which will cost £1.6M in a full year representing a 4% cost pressure on school budgets. The recent march in London by headteachers is an example of how precarious and concerning the leaders of the teaching profession consider the situation to be.
The extent to which the level of provision for school budgets complements or inhibits delivery of the	Welsh Government's reducing of its funding for local government on an on-going basis at a time of spiralling costs undermines Council's ability to deliver on the Welsh Government's policy objectives despite its best attempts to do so. Welsh

<p>Welsh Government's policy objectives</p>	<p>Government policy objectives can only be delivered if it maintains at least real-terms-neutral financial resources to the bodies charged with delivering those objectives.</p>
<p>The relationship, balance and transparency between various sources of schools' funding, including core budgets and hypothecated funding</p>	<p>The channelling of grant funding via regional education bodies, rather than directly to Councils and their schools, leads to delay in schools being awarded and receiving funding, to uncertainty as to the requirements attaching to the funding and to decisions regarding the allocation / spending of grant funding being taken remotely rather than by the schools familiar with the needs of their learners. The multiplicity of grant funding, which as stated above is not always clear or well-targeted, distracts from schools' core focus on delivering education and improvement for their learners. The greater transparency and flexibility of delegated core funding from local authorities, in contrast, affords schools much more scope to pursue and deliver their core objectives of providing good all-round education.</p>
<p>The local government funding formula and the weighting given to education and school budgets specifically within the Local Government Settlement</p>	<p>The funding formulae lack a clearly explained rationale in relation to the delivery of education and the relative costs of delivering in different contexts, e.g. urban versus rural, bilingual versus English-only, the effect of deprivation – social, economic and rural.</p>
<p>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</p>	<p>The existing regulations provide a strong basis to ensure that funding to schools is allocated appropriately by LA's, i.e. a minimum of 70% to be allocated on a pupil-led basis, along with a robust context within which individual Councils can allocate funding in accordance with the educational needs of their learners and the particular circumstances of their schools. The existing regulations strike an excellent balance between the need for a consistent national framework with LA discretion to be able to address local needs and circumstances.</p>
<p>Progress and developments since</p>	<p>The existing regulations date from this period and provide a solid, practical and effective framework for</p>

<p>previous Assembly Committees' reviews (for example those of the Enterprise and Learning Committee in the Third Assembly)</p>	<p>governing the allocation of resources to schools and of related financial matters.</p>
<p>The availability and use of comparisons between education funding and school budgets in Wales and other UK nations</p>	<p>England, like Scotland and Northern Ireland, chooses both to fund its schools and to report how it funds its schools differently to how we do in Wales. As much as some people like to compare statistics, however unlike-for-unlike their nature, it is probably futile to attempt to manipulate either nation's data in order to produce a meaningful comparison. Whatever scarce resources may be available in this field should be deployed in highlighting and explaining the differences of approach rather than in trying to perform some hopelessly impossible reconciliation of sets of data quite different in their nature.</p>

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Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 28

Ymateb gan: Cyngor Sir Ceredigion

Response from: Ceredigion County Council

Meysydd y ffocysir arnynt	Sylwadau:
Digonolrwydd y ddarpariaeth ar gyfer cyllidebau ysgolion yng nghyd-destun cyllidebau gwasanaethau cyhoeddus eraill a'r adnoddau sydd ar gael	<p>Yn yr un modd â'r holl wasanaethau cyhoeddus yn y Deyrnas Unedig, mae ysgolion yn wynebu heriau aruthrol wrth geisio cynnal safonau, heb sôn am eu gwella, yn sgil y costau sy'n codi a chodi drachefn, y ddemograffeg sy'n cynyddu a'r adnoddau ariannol sydd yn yr achos gorau yn aros yr un peth. Er enghraifft, mae'r Grant Cynnal Refeniw y mae Ceredigion yn ei dderbyn oddi wrth Lywodraeth Cymru wedi gostwng £6.4m (6%) yn y pum mlynedd diwethaf. Roedd y cyllid hwn yn ffurfio 80% o gyfanswm adnoddau'r Cyngor ond erbyn hyn mae wedi gostwng i ychydig dros 70%. Wrth gofio hefyd am y cynnydd mewn cyflogau, chwyddiant prisiau a'r cynnydd yn y galw, ers 2012 mae Ceredigion wedi gorfod sicrhau £34m o arbedion. Gan fod cyllidebau dirprwyedig ysgolion yn cyfrif am bron i 30% o gyllideb y Cyngor, mae'n anochel bod gostyngiad yn nhermau real wedi bod yng nghyllidebau'r ysgolion oherwydd y pwysau uchod, er bod Ceredigion (ac Awdurdodau Lleol eraill) wedi gwneud ei gorau glas i ddiogelu cyllid yr ysgolion rhag effeithiau gwaethaf y gostyngiad yn y Grant Cynnal Refeniw oddi wrth Lywodraeth Cymru. Mae'r sefyllfa'n waeth fyth oherwydd methiant Llywodraeth Cymru, hyd yn hyn o leiaf, i ddarparu unrhyw gyllid i dalu am y cynnydd sylweddol mewn costau pensiynau athrawon o fis Medi 2019 ymlaen, a fydd yn gost o £1.6m mewn blwyddyn lawn sy'n golygu 4% o gostau ychwanegol ar gyfer cyllidebau ysgolion. Mae'r orymdaith ddiweddar yn Llundain gan brifathrawon yn dangos pa mor ansicr a phryderus yw'r sefyllfa ym marn arweinwyr y</p>

	proffesiwn addysgu.
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	Mae'r ffaith fod Llywodraeth Cymru yn gostwng ei chyllid ar gyfer llywodraeth leol yn barhaus, a hynny pan fo costau'n codi a chodi drachefn, yn tansellio gallu'r Cyngor i gyflawni amcanion polisi Llywodraeth Cymru er gwaethaf ei ymdrechion i wneud hynny. Yr unig ffordd y caiff amcanion polisi Llywodraeth Cymru eu cyflawni yw os bydd y Llywodraeth yn sicrhau bod yr adnoddau cyllid ar gyfer y cyrff sy'n gyfrifol am gyflawni'r amcanion hynny'n aros o leiaf yr un fath yn nhermau real.
Y berthynas, cydbwysedd a thryloywder rhwng ffynonellau cyllid amrywiol ysgolion, gan gynnwys cyllidebau craidd a chyllid neilltuedig	Mae sianelu arian grant drwy gyrff addysg rhanbarthol, yn hytrach na'i gyflwyno'n uniongyrchol i Gynghorau a'u hysgolion, yn arwain at oedi wrth ddyfarnu a rhoi cyllid i ysgolion. Yn ogystal, mae hyn yn arwain at ansicrwydd o ran y gofynion ynghlwm wrth y cyllid a golyga hyn fod penderfyniadau ynghylch dyrannu / gwario arian grant yn cael eu gwneud o bell yn hytrach na chan yr ysgolion sy'n gyfarwydd ag anghenion eu dysgwyr. Ceir llawer o grantiau gwahanol nad ydynt bob tro'n eglur nac wedi'u targedu'n dda, ac mae hyn yn effeithio'n negyddol ar ffocws craidd yr ysgolion sef darparu addysg a sicrhau gwelliant ar gyfer y dysgwyr. Mewn cyferbyniad llwyr â hyn, mae'r tryloywder a'r hyblygrwydd ychwanegol a geir gyda'r cyllid craidd dirprwyedig wrth awdurdodau lleol yn rhoi mwy o gyfle i'r ysgolion gyflawni eu hamcanion craidd sef darparu addysg dda.
Y fformiwla ariannu llywodraeth leol a'r pwysoliad a roddir i gyllidebau addysg a chyllidebau ysgolion yn benodol yn y Setliad Llywodraeth Leol	Nid yw rhesymeg y fformiwla ariannu wedi'i hesbonio'n glir o ran darparu addysg a'r costau sy'n gysylltiedig â darparu addysg mewn cyd-destunau gwahanol, e.e. trefol o gymharu â gwledig, dwyieithog o gymharu ag uniaith Saesneg, effaith amddifadedd cymdeithasol, economaidd a gwledig.
Goruchwyliaeth Llywodraeth Cymru ynghylch sut y mae awdurdodau lleol yn pennu cyllidebau ysgolion unigol, gan gynnwys, er enghraifft, y pwysoliad a roddir i	Mae'r rheoliadau presennol yn gosod seiliau cadarn ar gyfer sicrhau bod Awdurdodau Lleol yn dyrannu cyllid yn briodol i ysgolion, h.y. bod o leiaf 70% yn cael ei ddyrannu yn seiliedig ar ddisgyblion, ynghyd â darparu cyd-destun cadarn sy'n caniatáu i Gynghorau ddyrannu cyllid yn unol ag anghenion addysgol eu dysgwyr ac amgylchiadau penodol eu hysgolion. Llwydda'r rheoliadau presennol i sicrhau

<p>ffactorau megis proffil oedran y disgyblion, amddifadedd, iaith y ddarpariaeth, nifer y disgyblion ag Anghenion Dysgu Ychwanegol a darpariaeth cyn oedran gorfodol</p>	<p>cydbwysedd ardderchog rhwng yr angen am fframwaith cenedlaethol cyson a disgresiwn yr Awdurdodau Lleol i allu mynd i'r afael ag anghenion ac amgylchiadau lleol.</p>
<p>Y cynnydd a'r datblygiadau ers adolygiadau blaenorol pwyllgorau'r Cynulliad (er enghraifft, rhai'r Pwyllgor Menter a Dysgu yn y Trydydd Cynulliad);</p>	<p>Mae'r rheoliadau presennol yn deillio o'r cyfnod hwn ac maent yn cynnig fframwaith cadarn, ymarferol ac effeithiol ar gyfer rheoli'r broses o ddyrannu adnoddau i ysgolion a rheoli'r materion eraill sy'n ymwneud ag arian.</p>
<p>Argaeledd cymariaethau rhwng cyllid addysg a chyllidebau ysgolion yng Nghymru a gwledydd eraill y DU a'r defnydd ohonynt</p>	<p>Yn Lloegr, yr Alban a Gogledd Iwerddon maent yn ariannu ysgolion ac yn adrodd am hynny mewn ffyrdd gwahanol i'r hyn a wnawn yng Nghymru. Er bod rhai'n hoff o gymharu ystadegau, waeth pa mor annhebyg yw natur yr ystadegau hynny, mae'n debyg mai diwerth fyddai ceisio trin data'r gwledydd hyn er mwyn cael cymhariaeth ystyrlon. Dylai unrhyw adnoddau sydd ar gael yn y maes hwn, waeth pa mor brin ydynt, fynd tuag at amlygu ac esbonio'r dulliau gwahanol yn hytrach na cheisio cyflawni'r dasg hollol amhosib o gysoni setiau o ddata sy'n eithaf gwahanol o ran eu natur.</p>

Ysgol Penglais School Response to the Consultation on School Funding in Wales - December 2018

1. Introduction

1.1 The Governing Body of Penglais School are choosing to respond to the consultation on school funding in Wales due to the visible and detrimental impact that the budget cuts and increased costs have had on the standard of education and wellbeing of students and staff in the school. This response will focus on the bullet points listed under the inquiry focus.

2. The sufficiency of provision for school budgets

2.1 The allocated budget per student has effectively reduced year-on-year since 2013-14 until a modest rise in 2018-19, although this is still well below the value six years ago (see Table 1). During this time, staff costs have continually increased both through annual increments increase as well as additional pension costs, national insurance costs and increase in staff wages, which have been unfunded.

Table 1. School budget per student as paid and after taking inflation into account (2017 terms, Bank of England)

	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19
Value as paid	£4,540	£4,379	£4,337	£4,425	£4,506	£4,618
Value in 2017 terms	£4,946	£4,660	£4,571	£4,584	£4,506	£4,618

During this time, total funding for the 6th form provision in Ceredigion has also decreased (see Table 2)

Table 2. Welsh Government sixth form allocations as paid to Ceredigion (£,000) and after taking inflation into account (2017 terms, Bank of England)

	2014-15	2015-16	2016-17	2017-18	2018-19
Value as paid	£3,731	£3,699	£3,735	£3,608	£3,500
Value in 2017 terms	£3,971	£3,898	£3,735	£3,608	£3,500

2.2 The impact of this is that since 2013 the number of full-time teaching posts has had to reduce from 86.6 to 70.1, a reduction of 16.5 full time teaching staff, despite the fact that the student numbers has only decreased by 60 (in a school of about 1200 students). In 2017-18 alone, the equivalent of 7 members of staff were made redundant to contribute to the reduction of costs by approximately £280,000.

2.3 A further impact is that class sizes have had to increase, with classes of 35 being a regular feature of top sets Maths and Science, and the lower sets are gradually increasing. The largest KS3 class has 31 students across the majority of subjects.

2.4 This year we will need to consider the viability of running a Welsh-language group in Key Stage 3 which will have an impact on the progress and attainment made by Welsh First Language speakers.

2.5 The impact on morale of staff is visible having endured year after year of cuts and redundancies. In a recent staff survey, only 31% of staff felt that morale was good in the school despite 76% of staff saying they would recommend the school as an employer.

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

3.1 The provision for school budgets makes it very difficult to deliver the new Welsh curriculum. For example, one area of difficulty is the implementation of the Digital Competency Framework when the ability to spend on ICT hardware is severely hampered by the reduced budget.

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

4.1 There is an imbalance between money allocated through core budgets and funds that are given to schools through various grants.

4.2 Towards the end of 2017-18, when restructuring and redundancy processes had been made in Penglais School, approximately £150,000 was received in various grants from the Welsh Government, ERW and local authority. Whilst this was welcome in reducing the deficit and enabling the school to finish with a surplus, such late provision grants do not allow the school to plan effectively and efficiently, and the school will continue to have to make cuts to staffing unless the core budget increases.

4.3 The use of funding by ERW has not always had an impact on the school in line with the amount of money that has been spent. We would question the value for money offered by ERW.

5. 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

5.1 There is an imbalance between the funding given to all schools in Ceredigion with many factors playing a part in this. Penglais receives on average approximately £600 per student less than the other schools in the county.

6. Conclusion

6.1 We are clear that the current funding situation for schools is nothing short of a crisis. The Welsh Government needs to act quickly to respond to the calls from the schools and local authorities. Failure to do so threatens the standards of education within the schools and puts at risk the successful delivery of the national mission of education for Wales.

Ysgol Penglais School Governing Body

Richard John - Chair

Mair Hughes - Headteacher

Cynulliad Cenedlaethol Cymru | National Assembly for Wales

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 30

Ymateb gan: Mudiad Meithrin
Response from: Mudiad Meithrin

Cefndir Mudiad Meithrin

Mudiad Meithrin yw'r prif ddarparwr gofal ac addysg cyfrwng Cymraeg yn y sector wirfoddol drwy rwydwaith genedlaethol o gylchoedd meithrin, cylchoedd Ti a Fi, gofal cofleidiol a meithrinfeydd dydd cyfrwng Cymraeg.

Sefydlwyd y Mudiad ym 1971 gydag oddeutu 50 cylch. Erbyn hyn, wedi tyfu'n aruthrol, mae tua 1000 o Gylchoedd Meithrin, Cylchoedd Ti a Fi, grwpiau 'Cymraeg i Blant' a meithrinfeydd dan faner Mudiad Meithrin. Mae'r rhain yn darparu profiadau blynyddoedd cynnar i oddeutu 22,000 o blant bob wythnos. Yn ogystal, mae'r Mudiad yn gweithio yn agos iawn gyda rhieni er mwyn darparu cymorth a chynghor i'w galluogi i ddatblygu a chefnogi gwaith y cylchoedd yn y cartref.

Er mwyn cyflawni hyn, mae Mudiad Meithrin yn elusen gofrestredig sy'n cyflogi dros 200 o bobl yn genedlaethol, gyda 2000 ychwanegol yn gweithio yn y cylchoedd eu hunain. Cefnogir y cylchoedd gan rwydwaith cenedlaethol o staff proffesiynol sy'n eu cynghori ar amrediad o faterion er enghraifft hybu ymarfer da, hyfforddiant staff a chyswllt ag Awdurdodau Lleol.

O ganlyniad, rydym yn gweithio gyda phlant a theuluoedd o amryw o gefndiroedd cymdeithasol-economaidd. Rydym yn cydweithio gyda'r asiantaeth *Dechrau'n Deg* i ddarparu cyfleoedd yn yr ardaloedd mwyaf difreintiedig, a gyda'r awdurdodau addysg leol i gynnig llefydd addysg rhan amser i blant 3 oed yn eu cymuned leol.

Mae Mudiad Meithrin yn cefnogi 269 darpariaeth Cyfnod Sylfaen mewn Cylchoedd Meithrin, a 14 darpariaeth Cyfnod Sylfaen mewn meithrinfeydd. Mae pob lleoliad yn cael eu harolygu yn erbyn y fframwaith Cyfnod Sylfaen gan ESTYN yn ogystal â chael eu harolygu gan Arolygaeth Gofal Cymru.

Yn ogystal, mae gennym is-gwmni sydd yn darparu hyfforddiant cyfrwng Cymraeg i ennill cymwysterau blynyddoedd cynnar. Gwneir hyn drwy gydweithio ag ysgolion uwchradd i ddarparu cyrsiau i ddisgyblion ysgol, a thrwy'r cynlluniau hyfforddi cenedlaethol. Darperir cyrsiau hyfforddi yn seiliedig ar

ddysgu yn y gweithle gan rwydwaith o diwtoriaid, aseswyr a dilyswyr mewnol ledled Cymru.

Nodwn fod telerau'r ymchwiliad yn bwriadu canolbwyntio yn benodol ar y canlynol:

- *digonolrwydd y ddarpariaeth ar gyfer cyllidebau ysgolion yng nghydestun cyllidebau gwasanaethau cyhoeddus eraill a'r adnoddau sydd ar gael;*
- ***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;***
- ***y berthynas, cydbwysedd a thryloywder rhwng ffynonellau cyllid amrywiol ysgolion, gan gynnwys cyllidebau craidd a chyllid neilltuedig;***
- ***y fformiwla ariannu llywodraeth leol a'r pwysoliad a roddir i gyllidebau addysg a chyllidebau ysgolion yn benodol yn y Setliad Llywodraeth Leol;***
- ***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;***
- *y cynnydd a'r datblygiadau ers adolygiadau blaenorol pwyllgorau'r Cynulliad (er enghraifft, rhai'r Pwyllgor Menter a Dysgu yn y Trydydd Cynulliad); ac*
- *argaeledd cymariaethau rhwng cyllid addysg a chyllidebau ysgolion yng Nghymru a gwledydd eraill y DU a'r defnydd ohonynt.*

Er nad ydy sefyllfa lleoliadau nas cynhelir sydd yn darparu addysg tair oed yn amlygu ei hun fel rhan o gylch gorchwyl yr ymchwiliad ar yr olwg gyntaf, mae Mudiad Meithrin o'r farn fod gennym ni wybodaeth bwysig a pherthnasol i'w rannu gyda'r Pwyllgor Plant a Phobl Ifanc.

Mae Mudiad Meithrin yn cydnabod bod y testun o ariannu addysg 3 oed eisoes wedi bod yn rhan o drafodaeth a chylch gorchwyl y Bil Cyllido Gofal

Plant, a'r Pwyllgor Plant a Phobl Ifanc yn y gorffennol. Gwnaed argymhellion perthnasol gan y Pwyllgor Cyllid yn eu hadroddiad 'Goblygiadau ariannol y Bil Cyllido Gofal Plant (Cymru)' Gorffennaf 2018, a chroesawyd y rhain gan fudiadau gofal plant CWLWM ar y pryd.

"Argymhelliad 22

*Bod Llywodraeth Cymru yn cynnal adolygiad o gost / cyfraddau tâl ar draws lleoliadau a gynhelir a rhai nas cynhelir ar gyfer gofal plant, addysg y blynyddoedd cynnar ac elfen gofal plant Dechrau'n Deg. Dylid rhoi sylw penodol i gynyddu'r cysondeb rhwng y gyfradd a delir fesul awr ar gyfer y blynyddoedd cynnar a gofal plant"*¹

Yn anffodus gwrthodwyd yr argymhelliad hwn gan Huw Irranca-Davies, AC, Gweinidog Plant, Pobl Hŷn a Gofal Cymdeithasol.

Rydym o'r farn bod cyfuno'r alwad i gysoni ar draws y tair ffynhonnell amrywiol o gyllid o bosib wedi cymhlethu'r mater penodol o ariannu addysg 3 oed. Mae'n wir nad oes modd cymharu costau gofal / addysg plant dwy oed a thair oed oherwydd y goblygiadau staffio amrywiol. Yn yr ymateb a roddwyd gan Huw Irranca-Davies, dyma oedd y rheswm a nodwyd dros wrthod yr argymhelliad.

Tystiolaeth am Gyllido teg Cyfnod Sylfaen yn y Sector Nas Cynhelir

Felly cyflwynwn yr achos unwaith eto yng ngwyneb gwybodaeth fwy diweddar a thystiolaeth newydd sydd bellach ar gael trwy'r adroddiad gwerthuso **Gwerthuso Gweithredu Cynnar y Cynnig Gofal Plant i Gymru** a gyhoeddwyd ar 22/11/2018.²

Dyfynnwn yn uniongyrchol o'r adroddiad:

Argymhellion (Tudalen 23)

*Mae angen ystyried sicrhau mwy o gysondeb rhwng darparu gofal plant a Darpariaeth Feithrin y Cyfnod Sylfaen o safbwynt mynediad i rieni a threfniadau cyllido.*³

Mae gan Mudiad Meithrin dystiolaeth gynyddol wrth ein staff llawr gwlad bod yna gynnydd mewn Cylchoedd Meithrin sydd yn ystyried, tynnu allan o fod yn ddarparwyr addysg 3 oed am resymau ariannol. Daw'r wybodaeth yma o sawl rhanbarth o Gymru, y De-ddwyrain, y De-orllewin a'r Gogledd-ddwyrain. Ymysg y rhesymau a roddir yw:

- bod cynyddu'r oriau gwaith er mwyn cymryd rhan a chynnig amcanion polisi Llywodraeth Cymru o weithredu'r Cynllun Gofal Plant 30 awr wedi symud gweithwyr dros y trothwy trethi ag yswiriant gwladol a chynyddu costau staffio'r Cylchoedd. Maent yn adrodd bod y gyfradd arian am elfen gofal y Cynllun 30 awr (£4.50) yr awr yn

¹ Goblygiadau ariannol y Bil Cyllido Gofal Plant (Cymru) Gorffennaf 2018 – Y Pwyllgor Cyllid

² <https://gov.wales/statistics-and-research/evaluation-childcare-offer-wales/?skip=1&lang=cy>

³ Ibid

gorfod sybsideiddio y cynnig Cyfnod Sylfaen mewn siroedd ble mae'r cyfraddau tal yn isel.

- Mewn rhai ardaloedd mae gagendor rhwng y cyfraddau ariannu gofal ag addysg tair oed. Darparwyd tystiolaeth gan fudiadau CWLWM i'r pwyllgor Cyllid yn dangos bod cyfraddau cyllido Cyfnod Sylfaen 3-4 oed yn amrywio o £2.50 fesul awr i £4.47 fesul awr. Ceir trefniadau amgen hefyd ble gellid bod Cylch yn cael eu hariannu ar gyfradd safonol am wythnos, cyfradd safonol fesul plentyn, fesul tymor, ariannu staff i ddiwallu cymarebau gofynnol neu ariannu nifer penodol o leoedd.

Gwyddwn fod cefnogaeth gyffredinol bellach i'r argymhelliad y dylai fod ariannu teg a chyfatebol ar draws Cymru ar gyfer addysg 3-4 oed mewn lleoliadau nas cynhelir. Hoffem ddefnyddio'r cyfle hwn i atgoffa'r Pwyllgor bod materion cyllido addysg yn ehangach na'r hyn sydd yn digwydd tu fewn i'n hysgolion yn unig, ac nad yw'r anghysondeb yma wedi ei ddatrys eto.

Ariannu Cefnogaeth ag Hyfforddiant i leoliadau addysg 3 oed nas cynhelir

Mater arall hoffai Mudiad Meithrin dynnu sylw ato ydy'r cyllid sydd ar gael i hyfforddi a chefnogi'r lleoliadau addysg 3-4 oed nas cynhelir a'r gweithlu. Tan yn ddiweddar (2017-2018) roedd canllawiau'r Grant Gwella Addysg i Ysgolion yn datgan bod disgwyl i Consortia ddefnyddio athrawon cymwysedig fel Athrawon Ymgynghorol y Blynyddoedd Cynnar (AYBC) i gefnogi lleoliadau nas cynhelir. Roedd y canllawiau hefyd yn datgan y dylai lleoliadau nas cynhelir dderbyn 10% o amser agor y lleoliad fel yr canllaw amser am gefnogaeth dylent ei dderbyn gan yr AYBC. (Roedd dehongliad o'r "10%" hyn yn amrywiol o un Sir i'r llall felly rydym wedi defnyddio dehongliad ac argymhelliad ESTYN yma)

Newidiwyd y canllawiau hyn yn 2017-2018 gan arwain at sefyllfa llawer mwy bregus bellach o safbwynt y gefnogaeth sydd ar gael i leoliadau nas cynhelir. Mae hyn er gwaethaf argymhellion ESTYN yn 2015 y

'Dylai Llywodraeth Cymru:

Ystyried clustnodi cyllid i wneud yn siŵr bod bob lleoliad yn cael 10% o gymorth gan athro cymwys a hyfforddiant ychwanegol i hyn'⁴

Mae 84% o leoliadau Mudiad Meithrin sydd yn derbyn arian addysg wedi llwyddo i gael 'Da' neu well yn eu harolygon Estyn. Mae cefnogaeth gadarn yr AYBC, y pwyllgorau gwirfoddol a Swyddogion Cefnogi Mudiad Meithrin wedi bod yn hanfodol i gyrraedd y safonau hyn. Daw risg i safonau addysg os gwelir dirywiad yn y gwasanaethau a ddarperir gan y AYBC ledled Cymru oherwydd crebachu ariannol o'r hyn sydd ar gael trwy'r Grant Gwella Addysg i Ysgolion.

⁴ Effaith athrawon ymyngorol mewn lleoliadau nas cynhelir a ariennir' ESTYN 2015

Nid ydy Mudiad Meithrin am dynnu sylw oddi ar brif ffocws gwaith y pwyllgor wrth ytyried y mater hollbwysig o gyllido ysgolion Cymru. Mae'n bwnc ac yn faes sydd yn ddirfawr angen ei fonitro, ei werthfawrogi a'i archwilio mewn cyfnod pan welwyd gymaint o doriadau yn y maes. Serch hynny gofynnwn yn garedig bod maes gorchwyl y pwyllgor yn rhoi ystyriaeth hefyd i'r garfan fychan o blant 3-4 oed sydd yn derbyn addysg safonol a chreadigol mewn Cylchoedd Meithrin ledled Cymru.

Cynulliad Cenedlaethol Cymru | National Assembly for Wales

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 31

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.

81. 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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SF 32

Ymateb gan: Unigolyn

Response from: Individual

Executive Summary

- **School spending per pupil in Wales fell by 5% in real-terms between 2009-10 and 2017-18.** With overall pupil number largely constant, this was driven by a 5% fall in total spending.
- This is a **smaller cut in England and Northern Ireland**, where spending per pupil fell by 8% or more in real-terms, and where pupil numbers have risen.
- **The cut in Wales is larger than in Scotland**, where spending per pupil fell by 3% in real-terms and overall pupil numbers were also largely constant.
- The **Welsh Government has committed to an extra £100m to improve school standards** over the current Assembly term. Combined with other commitments, **this will still lead to further cuts in spending per pupil.**
- Without further spending commitments, **we project that spending per pupil will fall by 8% in total in real-terms between 2009-10 and 2020-21**, taking spending per pupil back to a level last seen in 2006-07.
- **Such spending cuts will make it harder to deliver improved school standards in Wales.**
- **Avoiding real-terms cuts in spending per pupil between 2016-17 and 2020-21 would require additional spending of £115m per year by 2020-21.**
- Actual spending levels will be shaped by futures spending choices by the Welsh Government and local authorities across Wales. **Their ability to make further spending commitments will in turn be shaped by the level of the block grant**, which will be determined as part of the next UK public spending review (expected in 2019).
- **Spending per pupil varies across local authorities in Wales, from around £5,000 per pupil in the Vale of Glamorgan to around £6,400 per pupil in Ceredigion.** This range reflects a combination of differences in deprivation and sparsity.
- **Sparsity funding play an important role in shaping distribution the distribution of spending per pupil across Wales**, and more so than in England. For example, the proportion of pupils eligible for free school meals in Blaneau Gwent (21%) is almost double the level in Ceredigion (11%). However, because of the effects of sparsity funding, these two local authorities receive similar levels of spending per pupil (just under £6,400 per pupil).
- The cost of providing schooling in more sparsely populated area is clearly high. However, **there are better measures available to allocate sparsity funding than those currently used in Wales.** For example, policymakers in England now use a measure that accounts for distance to your nearest school and the actual size of classes in a school.
- **The Welsh government has made increasing use of specific grants in recent years**, e.g. Pupil Development Grant, Education Improvement Grant. These can help direct funding to specific activities and incentivise schools to provide more support to specific groups of pupils. However, too many specific grants can make the system complicated and hard to understand. They should therefore be used sparingly.

1. Introduction

The Welsh Government has set out various protections for school spending since overall public spending cuts across the UK began to take effect from 2010 onwards. In the last Assembly term, it committed to increase school spending by 1% more than the block grant. It is now committed to increase spending on school standards by £100m over the course of the current Assembly term.

There is also a major drive to improve school results in light of Wales' below-average performance in international PISA rankings for reading, numeracy and science². This has included substantial changes to the structure and focus of the school system, including new tests for pupils aged 7 to 14, changed GCSE curricula, new regional bodies, the introduction of pioneer schools and a range of other changes.

The level of funding available to schools and local authorities is likely to play a major part in determining the potential success of these policies. Recent empirical evidence shows that higher levels of school spending can have a positive influence on children's later life outcomes, particularly disadvantaged pupils and even more so if it is preceded by high quality early years provision³.

The Assembly Children, Young People and Education Committee is currently undertaking an inquiry into school funding. In this briefing note, we set out a range of empirical evidence and forecasts to help inform this inquiry and wider public debate on school funding in Wales. We start by showing what has happened to school spending in Wales, how this compares with trends in other countries of the UK and how school spending per pupil is likely to evolve over the next few years given stated commitments. We then describe how funding is distributed across local authorities in Wales and the patterns that arise as a result. We conclude with a discussion of the policy implications.

2. What has happened to school spending in Wales?

Total spending on schools in Wales represented was just over £2.5 billion in 2017-18. This represents day-to-day spending on schooling by local authorities across Wales, i.e. it excludes capital spending and central spending by the Welsh Government on areas such as teacher training.

Just over £2.1 billion was allocated directly to schools to meet their day-to-day costs⁴. This mainly reflects budgets provided by local authorities as part of their local school funding formulae.

² OECD, [PISA Results for 2015](#)

³ Jackson et al (2016), [The Effects of School Spending on Educational and Economic Outcomes: Evidence from School Finance Reforms](#); Jackson and Johnson (2017), [Reducing Inequality Through Dynamic Complementarity: Evidence from Head Start and Public School Spending](#)

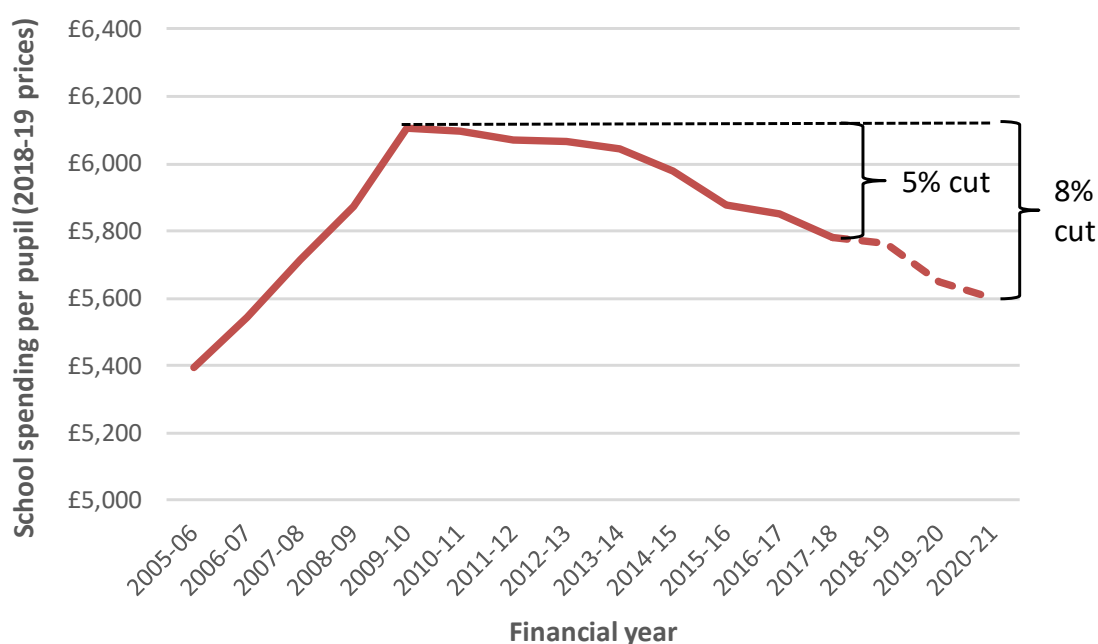
⁴ Delegated school budgets as recorded in [Local Authority Budgeted Expenditure on Schools](#)

However, it will also include specific grants like the Education Improvement Grant (£133m), Pupil Development Grant (£91m) and Sixth Form Funding (£98m)⁵.

The remaining £400m represents spending on central services by local authorities, which accounts for about 16% of total day-to-day school spending⁶. This covers spending on a range of functions, such as support for children with additional learning or special educational needs, school improvement services, home-to-school transport and strategic management of schools.

In 2017-18, total spending per pupil represented about £5,780 in today's prices (2018-19 prices). As shown in Figure 1 below, this represents a real-terms decline of just over 5% or £320 as compared with the historic high-point of £6,100 per pupil reached in 2009-10.

Figure 1 – School spending per pupil in Wales (actual and forecast), 2005-06 to 2020-21



Sources and Notes: Total school spending from 2005-06 to 2016-17 represents total net current expenditure on schools as taken from Stats Wales, [Education Revenue Expenditure](#), 2017-18 nowcasted based on [Local Authority Budgeted Expenditure on Schools](#). Forecasts for 2018-19 to 2020-21 assume an extra £100m in nominal school spending in 2020-21 as compared with 2016-17 and a total of £14.8m per year from the teacher pay grant. Number of pupils in state-funded schools taken from Welsh Government, [Wales School Census Results 2010, 2012, 2017](#) and Stats Wales, [Pupil Projections](#); HM Treasury, [GDP Deflators for Budget 2018](#).

Looking forwards, **the Welsh Government has ‘committed to investing an additional £100m over the course of this Assembly term to raise school standards,’** as re-stated in the recent draft Budget for 2019-20⁷. The Welsh Government has also committed to allocating all of the teacher

⁵ <https://gov.wales/topics/localgovernment/finandfunding/settlement/lq-settlement-2018-19/final-local-gov-settlement-2018-19/?lang=en>

⁶ Central spending as recorded in local authority budgeted expenditure ([https://gov.wales/statistics-and-research/local-authority-budgeted-expenditure-schools/?tab=previous&lang=enschool spending](https://gov.wales/statistics-and-research/local-authority-budgeted-expenditure-schools/?tab=previous&lang=enschool%20spending)).

⁷ <https://www.assembly.wales/en/bus-home/research/financial-scrutiny/budgets/Pages/wg-budget-2019-20-draft.aspx>

pay grant funding from the UK government to support the teachers' pay award (£14.8m in 2019-20).

The Welsh government has not yet set out full plans for how all the extra £100m will be allocated. Actual spending levels will also be shaped by local authority decisions in future years, as well as overall funding levels for the devolved administrations to be determined in the UK Spending Review (expected in 2019). However, to illustrate the likely implications of existing commitments, we project the spending level in the last year of this Assembly term (2020-21) by adding £100m to the level of spending in the first year of the Assembly term (2016-17) and then add the teacher pay grant on top of this.

This leads us to **project that spending per pupil will be about £5,600 per pupil in 2020-21 (in 2018-19 prices)**. This represents a real-terms decline of about 4% compared with 2016-17.

If delivered, **this would equate to a total real-terms in school spending per pupil of just over 8% or £500 per pupil between 2009-10 and 2020-21**. It would also take the level of school spending per pupil in Wales back to a level last seen 14 years earlier in 2006-07.

Avoiding real-term cuts in funding per pupil over the current Assembly term would require an extra £115m in school spending in 2020-21 as compared with current commitments. This represents the cost of ensuring school spending per pupil remains at the same real-terms level in 2020-21 as in 2016-17 relative to existing plans and commitments.

3. How does school spending per pupil in Wales compare with other countries of the UK?

How has school spending evolved across the different countries of the UK since public spending cuts began to take effect in 2010?

Schools policy is a devolved matter across the UK. **School structures and funding systems therefore differ across each country of the UK**. To account for these differences, we measure school spending in each country as the total amount of day-to-day spending by either schools themselves or by local authorities. This covers pupils from age 3 in nursery schools or classes right up to age 18 in school sixth forms.

Figure 2 then shows the real-terms change in total school spending, pupil numbers and school spending per pupil between 2009-10 and 2017-18 across Wales, England, Scotland and Northern Ireland.

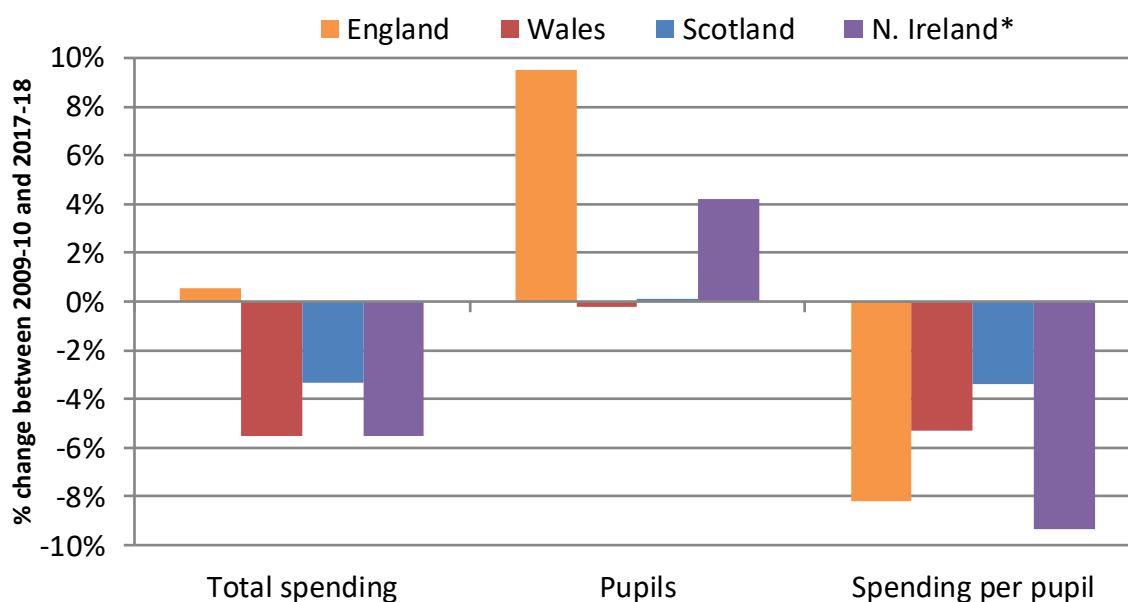
In Wales, overall pupil numbers have been largely constant over this period and the 5% real-terms cut in spending per pupil has been driven by a 5% cut in total spending.

There has been a slightly smaller drop in spending per pupil in Scotland. However, there is a similar pattern as in Wales. Pupil numbers in Scotland were largely unchanged and a 3% real-terms drop in spending per pupil was driven by a 3% cut in total spending.

In England and Northern Ireland, spending per pupil has fallen by more as a result of greater growth in the number of pupils. In England, pupil numbers have risen by over 9% between 2009-10 and 2017-18. A small real-terms increase in spending of just under 1% therefore led to an 8% real-terms drop in spending per pupil.

In Northern Ireland, we are only able to show trends back to 2011-12. Despite the shorter time frame, spending per pupil has fallen by more than in all other countries in the UK. Overall spending fell by 5% in real-terms and pupil numbers rose by 4%, which resulted in a 9% real-terms drop in spending per pupil between 2011-12 and 2017-18.

Figure 2 – Real-terms change in total school spending, spending per pupil and pupil numbers in England, Wales, Scotland and Northern Ireland, 2009-10 to 2017-18



Sources and Notes: See Figure 1 for Wales; Data for England taken from [Belfield, Farquharson and Sibieta \(2018\)](#); Northern Ireland only covers changes from 2011-12 to 2017-18 (change for 2017-18 based on constant average growth between 2016-17 and 2018-19), data from [Northern Ireland Audit Office](#), [Northern Ireland Department of Education](#) and [Salisbury Review](#); Spending data for Scotland from [Local Government Provisional Outturn and Budget Estimates](#), Scottish pupil numbers from [Summary Statistics for Schools in Scotland](#).

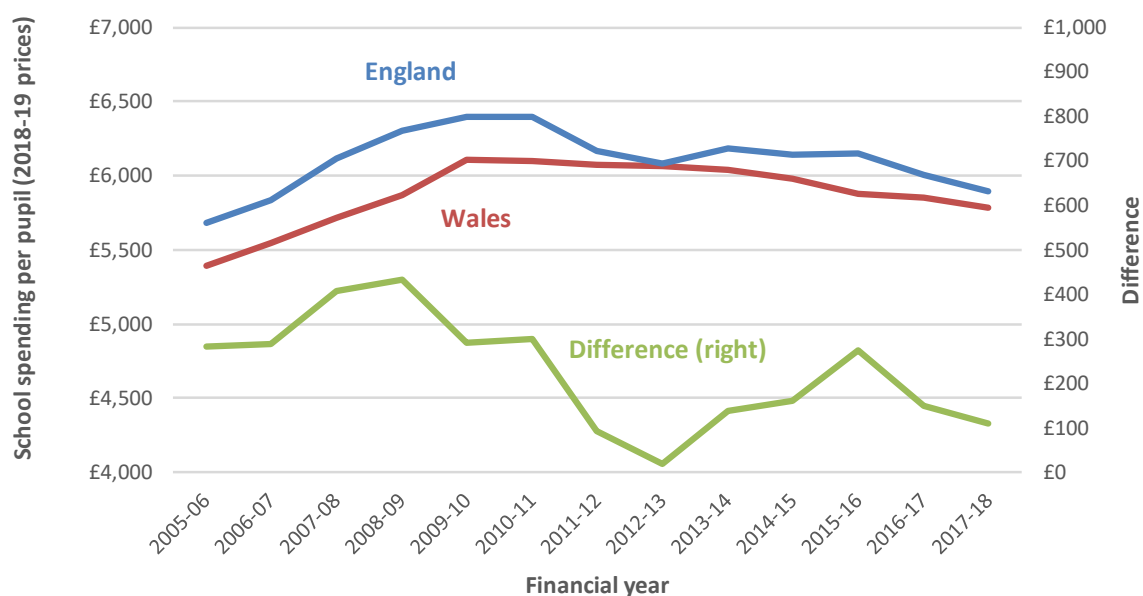
There is also significant interest in how levels of spending per pupil compare across the UK. **There is particular interest in comparing levels of spending per pupil across Wales and England**, given the similarity of their school systems. Until the Welsh government ceased production of Wales/England school funding comparisons due to significant data quality issues⁸, spending per pupil appeared to be about £600 lower in Wales than in England in 2009.

⁸ <https://gov.wales/statistics-and-research/local-authority-budgets-education/?lang=en>

Figure 3 updates these comparisons by showing the level of school spending per pupil across Wales and England from 2005-06 through to 2017-18. This gives a slightly lower gap in spending per pupil of £300 in 2009-10, which results from some peculiarities of spending data for England in 2009 and accounting for the effect of private nurseries in England.

This shows that the gap was at a high-point of £300 in 2009-10. Faster falls in spending per pupil in England than in Wales meant that this gap fell to around £100 by 2017-18. This is lower than any point since at least 2005, with the exception of 2011-12 and 2012-13 when the data for England is of limited quality⁹.

Figure 3 – Total school spending per pupil in Wales and England, 2005-06 to 2017-18



Sources and Notes: See Figure 1 for Wales; Data for England taken from [Belfield, Farquharson and Sibieta \(2018\)](#). Data for England in 2011-12 and 2012-13 is based on combining separate data on Academies and LA maintained schools and may under-estimate spending.

⁹ Data for England in 2011-12 and 2012-13 is based on combining separate data on Academies and LA maintained schools and may under-estimate spending

4. How is funding distributed across local authorities in Wales?

In Wales, local authorities are responsible for setting the level of school spending in their area and how much is allocated to individual schools (subject to various regulations). This spending is funded by grants from the Welsh Government together with local tax revenues.

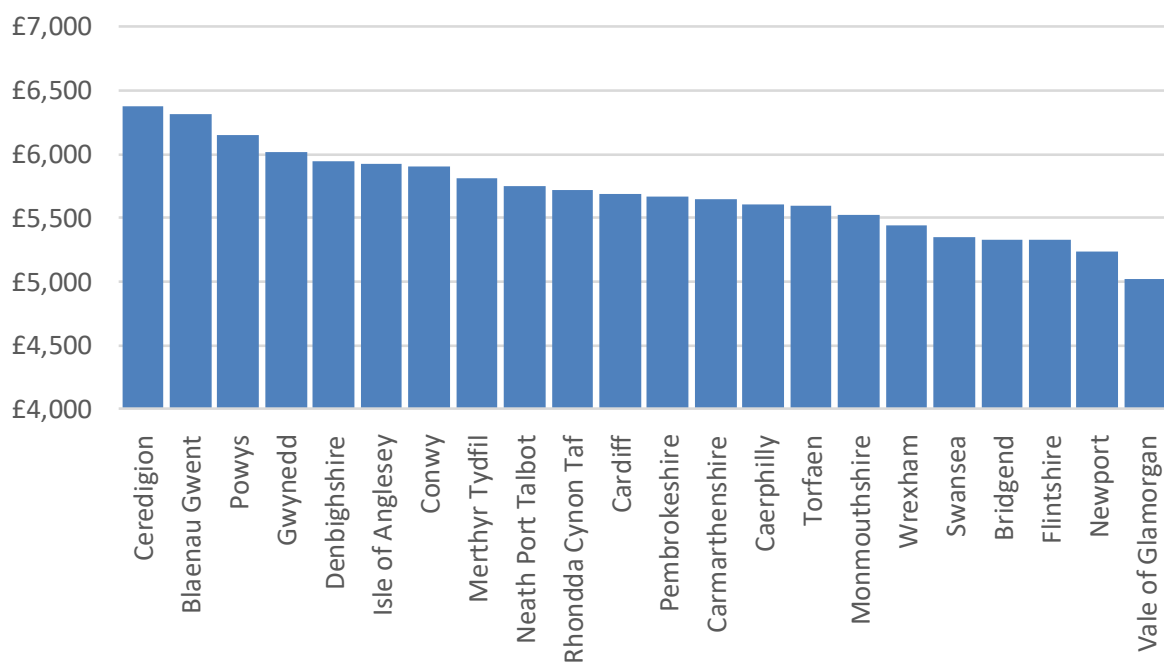
The main grant received by local authorities is the Revenue Support Grant, which includes a specific component that reflects education spending needs as assessed by the Welsh Government (the Education Standard Spending Assessment or Education SSA). **The main indicators used to calculate the Education SSA are pupil numbers, the proportion of pupil eligible for free school meals and the proportion of the population living in small settlements.** Whilst local authorities are able to set their own level of spending, the level of the Education SSA has a major bearing on how much they are able to spend and sets a clear expectation too.

In addition to the Revenue Support Grant, **local authorities also receive money through various specific grants**, such as the Pupil Development Grant and support for small schools, many of which they must pass on to schools in specific ways.

This overall funding system leads to differences in spending per pupil across local authorities in Wales, partly from differences in grants and partly from different spending choices.

Figure 4 shows the extent of these differences in school spending per pupil across local authorities in Wales, which includes spending allocated to schools and central spending by local authorities. **School spending per pupil ranges from just under £6,400 per pupil in the highest spending local authority, Ceredigion, to around £5,000 per pupil in the lowest spending area, the Vale of Glamorgan.**

Figure 4 – Total school spending per pupil across local authorities in Wales in 2017-18



Source: Welsh Government, [Local authority budgeted expenditure on schools, 2017-18](#)

To help understand what drives these differences in spending per pupil across local authorities in Wales, Figure 5 shows plots of spending per pupil on the vertical axis against the proportion of pupils eligible for free school meals on the horizontal axis. This shows that, on average, **there is no clear positive correlation between levels of deprivation and school spending per pupil across local authorities in Wales.**

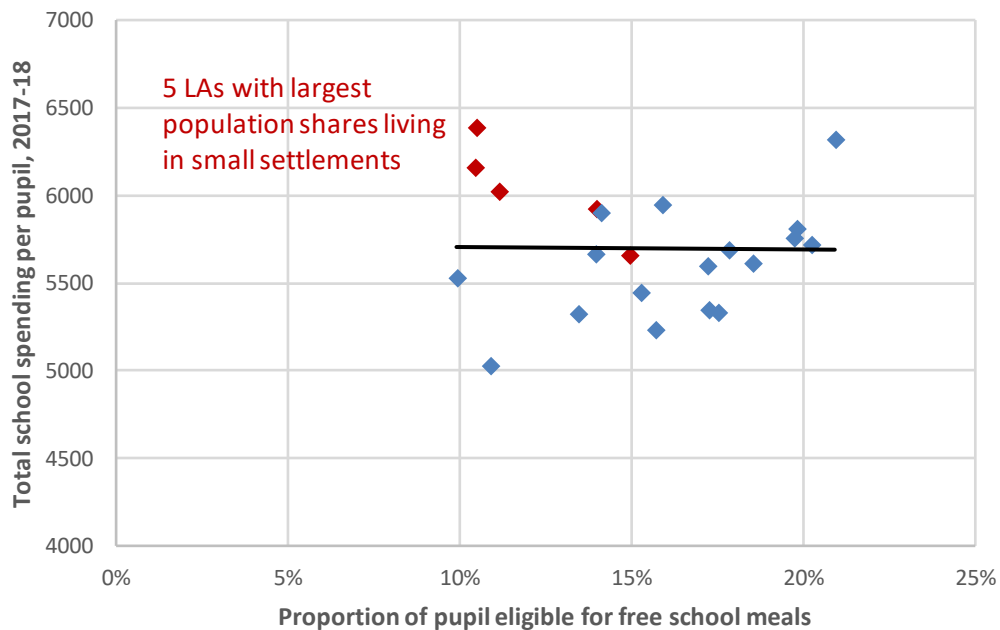
Given that deprivation is an explicit indicator in determining the grants received by each local authority, why is there no positive correlation between the level of spending per pupil and deprivation? This is the result of the effects of extra funding for schools in sparsely populated areas. As shown on the graph, the five local authorities with the most sparsely distributed populations also tend to exhibit relatively low levels of deprivation. As a result, **sparsity and deprivation funding are largely offsetting.** For example, the proportion of pupils eligible for free school meals in Blaenau Gwent (21%) is almost double the level in Ceredigion (11%). However, because of the effects of sparsity funding, these two local authorities have similar levels of spending per pupil (just under £6,400 per pupil).

This does not imply that sparsity funding should be reduced. There are clearly higher costs of providing schooling in rural and sparsely populated areas. This result does, however, indicate the importance of sparsity funding in shaping the distribution of spending per pupil across local authorities in Wales.

The pattern is also different to that seen in England, where there is a clear positive correlation between spending per pupil and the proportion of pupils eligible for free school meals across

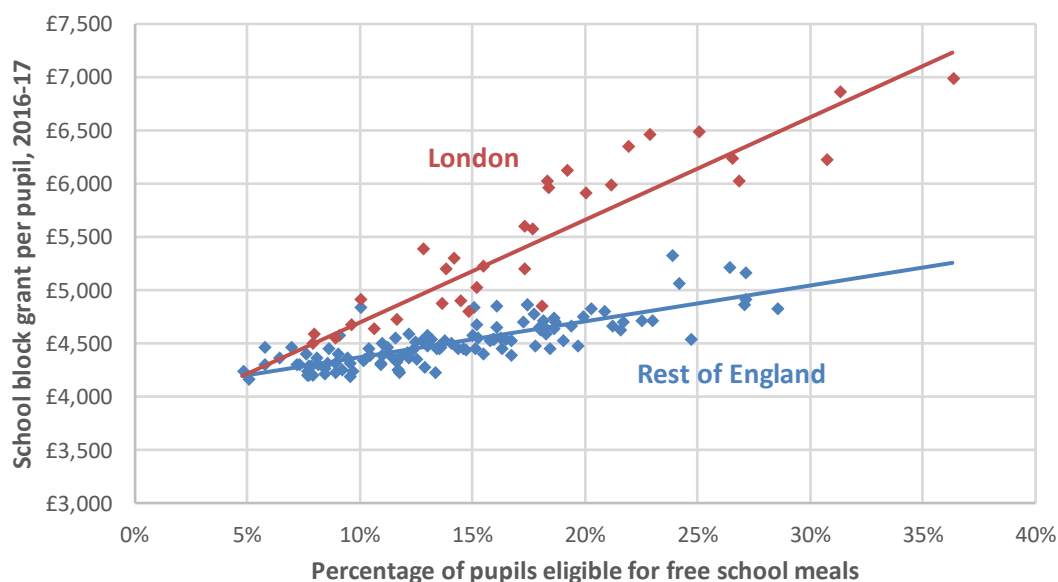
local authorities. As shown in Figure 6, this is true within London, where spending per pupil is higher to account for higher teacher salaries, and across the rest of England¹⁰.

Figure 5 – Differences in spending per pupil and the proportion of pupils eligible for free school meals across local authorities in Wales, 2017-18



Sources: Welsh Government, [Local authority budgeted expenditure on schools, 2017-18](#); Stats Wales, [Pupils eligible for free school meals by local authority, region and year](#); Welsh Government, [Green Book 2017-18](#)

Figure 6 – Differences in funding per pupil and the proportion of pupils eligible for free school meals across local authorities in England, 2016-17



Sources: Department for Education, [‘Dedicated schools grant allocations 2016–17’](#); [‘Schools, pupils and their characteristics: January 2016’](#)

¹⁰ Data for England here is based on schools block funding per pupil, which excludes the Pupil Premium and High-Needs. If these were included, we suspect the relationship between funding and deprivation would be even stronger.

5. Policy Implications

Real-terms cuts to funding per pupil will make it harder to improve school standards in Wales

Between 2009-10 and 2017-18, school funding per pupil fell by 5% in real-terms in Wales. This is smaller than the 8% or more falls seen in England and Northern Ireland, but more than the 3% fall in Scotland. Going forwards, the Welsh Government is committed to increasing spending on school standards by £100m. Without any further funding, these and other commitments imply a further fall in spending per pupil. If delivered, this would lead to a total real-terms fall in school spending per pupil of 8% between 2009-10 and 2020-21. This would take spending per pupil back to a level last seen in 2006-07. If such spending cuts are delivered, it would clearly make it harder to improve school standards.

We calculate that avoiding real-terms cuts in school spending per pupil over the current Assembly term would require extra spending of £115m per year on schools over and above existing commitments. The future spending commitments of the Welsh Government will clearly be shaped by the level of the block grant over the next few years, which will in turn be determined by the UK government spending review (expected in 2019). However, spending commitments also reflect policy choices. For example, from within a similar overall budget, policymakers in England chose to freeze total spending on school in real-terms between 2009-10 and 2017-18. If policymakers in Wales had made similar choices, spending per pupil would not have fall in real-terms over recent years.

The distribution of sparsity funding could be better linked to differences in spending needs

Spending per pupil varies across local authorities in Wales. This is the result of different spending needs and the choices made by different local authorities. Interestingly, we have shown that sparsity funding plays an important role in shaping the distribution of spending per pupil across Wales, and more so than in England. Given its importance, it is therefore crucial to ensure that indicators used to allocate sparsity funding fully reflect differences in spending needs.

At present, a relatively broad indicator is used to allocate overall grant funding: the share of the population living in small settlements. Whilst such a measure is likely to be correlated with spending needs, it does not account for the age structure of the population (i.e. how many children are in the area) or whether schools are costly to run (i.e. whether classes are small or not). Policymakers in England have recently created a new indicator of sparsity to be used in funding allocations. This accounts for the distance pupils need to travel to attend school and whether classes in these schools are actually small or not. We recommend policymakers in Wales consider such a measure for implementing sparsity funding in the future.

Specific grants should be used sparingly as part of a readily understandable school funding system

Policymakers in Wales have recently expanded the number of specific grants allocated to local authorities and schools, e.g. Pupil Development Grant, Education Improvement Grant, Pioneer Schools, Small and Rural Schools Grant. Specific grants allow central government to direct funding to specific activities and to incentivise schools to focus on specific groups of pupils. Such grants may also be attractive to central government if it feels local authorities would make quite different choices should the funding have been allocated to core funding. However, specific grants come at the cost of greater complexity. Policymakers in England made increasing use of specific grants throughout the late 2000s, e.g. School Standards Grant, School Development Grant, Ethnic Minorities Achievement Grant. Such grants made the system complex and opaque, particularly when activities linked to specific activities were deprioritised, e.g. funding for specialist schools or beacon schools. The school funding system was therefore simplified in England between 2010 and 2013, with specific grants folded into core funding. This helped to illustrate the full extent of funding focused on providing support for specific groups of pupils and schools.

Cynulliad Cenedlaethol Cymru | National Assembly for Wales

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 33

Ymateb gan: Fitzalan High School

Response from: Fitzalan High School

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

WG had initially promised the same amount to Local Authorities for 2018 – 19 as 2017 - 18, to pay for teachers' pay rises and pension costs. WG has however, confirmed that it is covering pay rises but not pension costs. In addition there are many staff in school who are not on teachers' pay and conditions who do not have their pay rises or pension costs covered by the funding allocated for schools by WG. This has put additional pressure on school budgets.

Also, energy costs and other related costs have increased and schools will have to absorb these, as higher utility costs are not covered by any increases in funding.

In addition, the MEAG is due to cease in 12 months' time which will have a massive negative impact. The PDG and EIG are not increasing and are not keeping pace with inflation and pay rises. New WG legislation with regard to eligibility for fsm puts a net income cap of £7,600 on FSM eligibility. Changes to income support and eligibility criteria for immigrants also removes additional pupils from eligibility for FSM. This means there are now only 16 schools with more than 30% of pupils eligible for FSM compared to 24 schools last year even though the levels of deprivation in Wales have not decreased. This increases the experience of deprivation for families; in our

school an increasing number of pupils, who are now no longer eligible for FSM, are going through the whole day without eating.

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

The 'real terms' cut in funding means that the WG policy directive of eliminating deprivation, improving provision and outcomes for pupils, and, supporting the UNICEF Rights of the Child are not being met, specifically Articles 24, 26 and 27. Grant funding is quite often short term, and sporadic and there is quite a lot of bureaucracy involved in receiving the funding, which makes the administration costs very high. When grant funding is available, the size of the school or cluster is not taken into consideration e.g., for the Welsh Language cluster grant, our cluster with 10 schools was allocated the same amount of funding as other clusters with only 3 or 4 schools.

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

There is currently no transparency between LAs regarding school funding. There is a lack of transparency, even for hypothecated funding. For example, in theory, funds are 'delegated', but in practice they are used to fund central services that maintained schools have to buy into. Once funding is received by the LA from WG, there is no guarantee that the full increase will be transferred from each LA to the school.

The new ALN bill is changing the way pupils' additional learning needs are being met. There is a danger that the funding available for pupils who are currently receiving additional interventions will be cut.

Balance between schools is often not transparent. For example, the allocation of attendance officer funding (which is delegated to schools)

should use objective data such as the size of the school and level of deprivation. However, this does not happen.

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

Our LA has made some attempts to protect school budgets in the past, but because of the difficulty of the settlement this year that is not going to happen. In your own briefing document, on Page 6, you state that there has been a 7.9% real terms decrease in funding for schools.

5. *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:*

You state that in 2018 - 19 £5,675 is budgeted per pupil. For my school that amount is over £500 less at £4,968. However for other schools in my LA the value per pupil is £6,082 for one school and £6,442 for another school. Our school is being treated less favourably with regard to funding allocation per pupil.

In addition, once the MEAG ends my school will not be able to provide an effective education as currently over 70% of pupils have English as an additional language. This coupled with the fact that 60% come from the most deprived areas of Wales using the WIMD means that the needs of individual pupils will not be met.

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

I do not have in depth knowledge of progress and developments since previous assembly committees.

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

My school often links with similar schools in England. On average, schools of similar size and profile in England that we are aware of, receive approximately £1m more than we do in Wales, which equates to approximately £600 per pupil.

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

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**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."

1

<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>

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

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

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>

training) has declined since 2013/14, including among younger people aged 25–34.”

Child poverty

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

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>

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.

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>

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Ymateb gan: Undeb Cenedlaethol Athrawon Cymru (UCAC)

Response from: Undeb Cenedlaethol Athrawon Cymru (UCAC)

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 Gydlynwyr 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 lloŷ 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 Chydlynwyr 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 pheilota 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-effeithiau 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 bwch 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 'lluosog' 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 ymrwyo 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 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.
- 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 gynorthwywyr
- **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:**
 - **lleihad 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 bwysu – 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 llym 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 sybseiddio'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 tanseilio 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. Gwerthfawrogwn 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.

Cynulliad Cenedlaethol Cymru | National Assembly for Wales

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 36

Ymateb gan: Cymdeithas Llywodraeth Leol Cymru & Cymdeithas Cyfarwyddwyr Addysg Cymru

Response from: Welsh Local Government Association (WLGA) & Association of Directors of Education in Wales (ADEW)

INTRODUCTION

1. The Welsh Local Government Association (WLGA) represents the 22 local authorities in Wales. The three national park authorities and the three fire and rescue authorities are associate members.
2. It seeks to provide representation to local authorities within an emerging policy framework that satisfies priorities of our members and delivers a broad range of services that add value to Welsh Local Government and the communities they serve.
3. The WLGA is pleased to be able to respond to the Committee's *Inquiry into School Funding in Wales*. This is a joint consultation response on behalf of the WLGA and the Association of Directors of Education in Wales (ADEW), informed by the views of the ADEW Finance Group and the Society of Welsh Treasurers (SWT) Executive. Individual local authorities may submit their own responses reflecting their own views.

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

4. Public spending on education across the OECD has lagged behind the growth of GDP since 2010. Local Government spending on education in Wales has reduced by 8% over the past 10 years after adjusting for inflation. The Welsh Government's policy of 'protecting' education during the fourth Assembly term never afforded any real terms increases to schools' budgets over that period. Other services have fared better than schools over a similar

period; social care spending has remained approximately cash flat and spending on health has increased by a fifth after adjusting for inflation. However, spending on most other local public services has fallen precipitously and in some cases by up to 60%. In an era of prolonged austerity, local authorities have tried to protect schools as far as possible (and social care) and this has been at the cost of other local services.

5. The WLGA estimates that education pressures for 2019-20 will total £109m for workforce costs, general inflation and increasing school rolls. There is also a cut in 2019-20 that means the true budget gap is around £127m. The local government settlement eases some of the gap with funds that partially fund the pay deal and the gap is reduced to £105m before applying any additional income from council tax. There is no additional funding for schools next year to cover pay awards for teaching assistants or other staff, or to cover other inflationary pressures.
6. Moreover, at the time of writing, there have been no funds provided to pay for the increased costs of Teachers' Pensions estimated at £41 million for 2019-20 and £70 million in a full year. This means that education services and schools in particular will be facing extremely difficult decisions to balance their budgets with compulsory redundancies being inevitable unless significant new monies are invested in the service.
7. School balances are one potential indicator of a school's financial resilience. Over a ten-year period, the real terms reduction in schools' balances has reached 40%. The number of schools in deficit positions has increased by 4% and the deficit has increased nearly threefold after adjusting for inflation.
8. The adequacy of the absolute level of funding for statutory education provision has been repeatedly challenged by comparison with other parts of the UK. It is acknowledged that it has become difficult to make such comparisons due to the increasing divergence in national education systems. The Welsh Government has defended its funding for Local Government and Education by drawing a parallel to the extent of the cuts to funding in England which, it claims, have been higher. Irrespective of how funding in Wales compares with that of our neighbours, it is absolutely clear that there continue to be significant real-term cuts in the level of core funding available over time once funding changes are compared with the scale of cost

increases and growing expectations and responsibilities / policy initiatives placed on local authorities and schools.

9. Schools are facing increased demands relating to Additional Learning Needs and curriculum reform, however these areas are not being funded sufficiently. Early intervention and preventative provision should be prioritised with increased funding for areas relating to Early Years and the Foundation Phase. Similarly, there are many barriers to learning that pupils from ethnic minority backgrounds, those with English/Welsh as an additional language and children and young people from traveller families, face throughout the course of their education. Equality of opportunity for these pupils cannot be achieved without targeted support which should be adequately funded.
10. At present, the majority of preventative funding appears to be allocated to the Health Service. Although partnership working enables particular initiatives to be implemented in schools, if local authorities and schools were funded adequately, support could be differentiated and more appropriately targeted resulting in a greater impact on the wellbeing of individual pupils.
11. Local authorities do not receive sufficient funding for pupils with complex needs who require specialist provision. There is a grey area in relation to the education needs of these pupils as compared to their health needs. This results in Special Schools having to foot the bill for medical and nursing costs which should be met by Health Boards.

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

12. Wales has an ambition that all schools develop as learning organisations in keeping with OECD principles. It is thought that schools that are learning organisations have the capacity to adapt more quickly and explore new approaches, with a means to improving learning and outcomes for all learners. However, without adequate funding to provide appropriate levels of system capacity and support to vulnerable groups of pupils and those with additional or complex needs, coupled with insufficient core funding for schools, it is difficult to be optimistic about the likelihood of this ambition being achieved.

13. Core statutory education provision is fundamental to the delivery of the Welsh Government's longer-term policy objectives and needs to be consistently recognised as such. Short term / time limited initiatives, however well intentioned, can have only a limited impact without maintaining an adequate level of core resourcing and provision.

14. Attracting and retaining an adequate teaching workforce is a policy imperative. Teachers are the most important resource in schools and the quality and effectiveness of their teaching is essential for pupil learning (Rockoff, 2004; OECD, 2005). The recently announced £15 million grant funding across Wales for professional development is well intentioned but will be subject to specific criteria. It will be made available to schools at a time when reductions to core funding and the need for schools to balance their budgets will inevitably lead to redundancies. This funding would have been better used for ensuring appropriate core funding of teachers' pay and pensions. If schools received appropriate levels of core funding they would be able to afford to access professional learning opportunities without grant funding and the restrictions and bureaucracy that accompany it.

15. Data shows the number of pupils with SEN has increased year-on-year since 2015 and since 2012 there has been an increase of over 2,000 learners identified as having SEN. There has been a year on year cash increase in spend on SEN with a gradual increase in spend on special schools with core and mainstream funding staying more or less the same in cash terms. Local authority spend on supporting pupils with SEN has grown year-on-year and in 2018-19 there was an increase of £8.8m or 2.4% as compared to the previous year. Spend per pupil across Wales has increased from £789 in 2015-16 to £844 in 2018-19: an increase of £55 per pupil. Centrally held funding has reduced from 30% of the total funding in 2014-15 to 27% in the current year. Funding allocated to Special Schools has increased from 24% of the total funding in 2014-15 to 27% in the current year.

16. With the introduction of the Additional Learning Needs and Education Tribunal (Wales) Act 2018 there will be considerable demand on staff time for extensive professional development and upskilling in preparation for the implementation of the new Code of Practice. There will be a requirement to train staff at all levels as well as more intensive training and development for

Additional Learning Needs Coordinators. Although there will be common national training packages, these will need to be delivered locally by local authorities and/or schools who will need appropriate time and resources to ensure effective roll-out. With the extension of the statutory age range from 0 to 25, and transfer of responsibility of Post-16 specialist placements to Local authorities there could be additional costs in meeting the needs of learners with additional learning needs.

17. The 'Tier 2' level of the national mission is too broad and lacks clarity and transparency, particularly regarding regional consortia and 'top-slicing' of available funding that is increasingly being channelled through consortia. Consequently, there is a risk that the impact of such funding will be ineffective and it limits funding that could otherwise support front line provision within schools.
18. There appears to be inconsistency between the Welsh Government's objectives to reduce surplus places on the one hand but at the same time to increase Welsh-medium places beyond identified current demand and the protection of small and rural schools. These policy initiatives require significant additional funding if they are to be realised. Some grant funding has been made available to small rural schools but again, this can only be used in line with prescribed criteria and in any event only totals £2.5 million per annum (£10 million over 4 years) across Wales.
19. Unlocking every child's potential is at the heart of the Welsh Government's strategy for education and reflects article 29 of the United Nations Convention on the Rights of the Child. The Welsh Government has high aspirations for all learners in Wales, and is committed to supporting the success of pupils from all backgrounds. This vision is equally true for our ethnic minority pupils who may need English and/or Welsh language support, or face the risk of underachieving for other reasons. It is recognised that some pupils need additional support to embrace fully the educational opportunities available in Wales, yet funding for this essential support has been cut and could be removed altogether after 2019/20.
20. The decision by the Cabinet Secretary for Education, as part of the 2017/18 budget, to stop the Minority Ethnic Achievement, Gypsy Roma and Travellers Grant (MEAG) funding failed to take into account the current Government's

priorities. For example: 'Prosperity for All; the National Strategy' sets out Welsh Government's vision for Wales as a vibrant, tolerant and welcoming place to live and work, a country which is outward looking and where people of all backgrounds are respected and valued. It states a commitment to continue to work to counter discrimination and ensure opportunities for all.

21. Building community cohesion and breaking down barriers in our society have been positive outcomes that the MEAG funding has delivered for many years across our communities, in particular our urban areas. The Welsh Government is shortly to publish its Community Cohesion plan and it is expected to have four themes:
 - Work at a strategic level to build community cohesion and inclusion.
 - Work at a local level to break down barriers to inclusion and integration for particular groups and communities.
 - Support for migrants, refugees and asylum seekers and settled communities during the integration process.
 - Support for communities to prevent and manage community tensions, hostility and extremism.
22. Again, these themes are directly compatible with the objectives and outcomes of the MEAG funding.

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

23. The formula used for education funding and indeed the weighting of education as opposed to other services is a largely mechanistic construct that was last reviewed in 2001 although some of the formulae were not finalised in their current form until a few years later.
24. The design of the formulae could probably occupy a whole Committee Inquiry but in essence the method of weighting indicators by statistical analysis has been questioned by the local government members and independent members who sit on the Distribution Sub Group. They have been keen to explore whether a more transparent method might be found. In essence this would involve looking at school spend from a 'bottom up' perspective establishing the true drivers of need, given the number of pupils and education outcomes to be achieved, what are the basic inputs (costs).

The question for the Distribution Sub Group is whether such a model might be developed and agreed by all stakeholders or should the Welsh Government work on updating the current methodology?

25. Any Government contemplating changes to formula at a national-level or local-level should commit to transitional funding and be aware that this does not impact on outcomes.
26. In terms of whether education is sufficiently 'weighted' within the SSA framework, then this is largely done in an evidential and mechanistic way. Education's £2.24bn share (nearly 40%) of Total Standard Spending of £5.66bn is determined by historic out-turn and budget expenditure data collected by the Welsh Government from local authority returns. One important aspect of the formula is that it is a framework for apportioning cash-limited sums of money; if there is not enough money in the system then it does not matter how good the formula is.

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

27. The WLGA on behalf of local government has lobbied consistently for all education funding to be transferred into the Revenue Support Grant (RSG). This would not only ensure that schools receive appropriate levels of core funding but would also eliminate the significant bureaucratic burden that accompanies hypothecation. In recent years we have seen an increase in the number of individual grants for schools being introduced by Welsh Government. These have often been introduced with limited prior notification and with a narrow timeframe for local authorities to formulate time-consuming bids, the success of which tends to reflect the ability to put a bid together rather than the equitable delivery of policy objectives.
28. Certain grant funding streams have been provided for a number of years resulting in schools' reliance on this funding to deliver the core offer, e.g. Foundation Phase and Pupil Development Grant. Regional Consortia School Improvement funding used to be sufficient to deliver Foundation Phase ratios as well as some elements of school improvement. This has been cut to such

an extent that it is now insufficient to cover even the Foundation Phase recommendations.

29. There is a need to increase trust in school leaders' ability to fund teaching and learning sustainably through core budgets thereby reducing reliance on hypothecated grants. Funding for the Foundation Phase should be restored to previous levels and transferred into the RSG. A transfer would remove the associated administrative burden and cost along with the unnecessary delay in schools being notified of their funding allocation. This would not only be more efficient, it would improve the adequacy of core funding and flexibility for schools over how they utilise available funding to deliver key priorities shared with the Welsh Government.
30. Indicative grant allocations are sometimes provided late in the financial planning cycle and sometimes with no forward visibility beyond the next financial year. Together, these issues lead to greater than necessary bureaucracy and administration throughout the system and sometimes result in pre-emptive or reactive decision-making, where more flexible allocations and / or earlier warning would lead to better planning and improved outcomes. Schools need longer term funding commitments allowing them to plan improvement over at least a three-year period with greater certainty on budgets.
31. A fundamental need should be evidenced before announcements of specific funding tied to new initiatives and responsibilities, however good these ideas might seem (e.g. small and rural schools grant, school business managers, reducing class sizes funding etc.). The top slicing of funding for these initiatives has eroded schools' core funding resulting in schools seeking 'top ups' for the basics. This position cannot be justified.
32. Lack of transparency over the treatment of funding for MEAG in 2018/19 and continuing uncertainty over the future of this funding is undermining the planning of provision for these vulnerable groups of learners as well as placing large numbers of staff at risk of redundancy.
33. The Welsh Government claimed that this funding was cut from the Education Improvement Grant (EIG) and contributed to the additional £170m which

went in to the settlement for education and social care. However, this would have simply had the effect of reducing the overall cut to local authority funding. It later became apparent that the funding to support these vulnerable learners had not transferred into the RSG. A reduced level of funding has been restored for 2018/19 through a grant. The Welsh Government has committed the same level of funding across Wales for 2019/20 but has not yet informed LAs of their allocations. Again, this makes it difficult for local authorities to plan services for the year ahead and prolongs uncertainty for staff. The Welsh Government has requested that regional services are developed but has not guaranteed any funding beyond 2019/20 for regional provision.

34. This situation outlined above was not helped by the announcement in March 2017/18 of £14m for schools' building maintenance. It was clear that the Welsh Government's intention was to allocate funding directly to schools to assist with their overall funding pressures, however, some of this funding could have been allocated to local authorities to maintain specialist support over the coming year. The requirement for schools to offset maintenance costs incurred in 2017/18 using this funding had the effect of increasing the amount being carried forward to 2018/19 in schools' balances. Whilst the impact of this was not particularly significant at individual school level the artificial increase was marked both at both local authority and all-Wales level. This course of action was not helpful given the Welsh Government's previous criticism of the level of school balances in Wales.
35. There appears to be a growing reluctance to fund schools through the RSG. This is evidenced by growth in the number of grants whether allocated to consortia, schools or local authorities. This reduces the flexibility of local authorities to target resources appropriately to meet both national and local priorities and, more importantly, it reduces the core funding available to schools.
36. This approach is incomprehensible when one considers the priority local authorities have afforded to education in recent years and the increase in the percentage of education funding being delegated to schools.

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

37. Welsh Government oversight of how local authorities set individual school budgets includes the review of the annual return of various information from local authorities such as the Section 52 Budget Statement. Local authorities are required to comply with the School Funding Regulations and the contents of their own Financing Schemes and Schools Funding Formulae when producing their annual school budget allocations.
38. The Welsh Government recently requested that local authorities complete a detailed ad-hoc financial return which suggests that the information required could not be extracted from the standard annual returns completed by local authorities. The content, consistency and comparability of the current annual returns and the information provided by LAs through them would benefit from review to determine whether a more streamlined, informative method of data collection could be developed.
39. The ADEW Finance Group enables the sharing of detailed information about the compilation of individual local authority funding formulae and school expenditure. Examples of good practice include:
- Local authorities reviewing and implementing fundamental changes to their funding formulae with the full engagement of schools.
 - Regions working together to review and compare their individual school funding formulae.
 - ADEW is continuing to develop school financial benchmarking across Wales. While this is not available as a complete data set as yet, the ability of LAs and schools to compare expenditure (and in the future funding and income) is improving.
40. It is clear that a shared understanding is being developed of individual local authority school funding formulae. It is important to note that this learning is considered together with contextual factors resulting in a funding formula that effectively meets local needs. It is also apparent that local authorities are developing their own intelligent approach to monitoring and review which is based on discussion rather than a mechanistic compliance model that does not account for local need.

41. Increased responsibility of schools over their own budget further needs to be accompanied by effective school self-evaluation and accountability mechanisms. More flexible regulations are needed to prevent schools from accumulating excessive balances and to enable such funds to be effectively reallocated.

 42. While the Welsh Government's monitoring function is well embedded it is thought that too much funding is hypothecated for particular initiatives without the necessary understanding of local context and priorities. It is national government's responsibility to set policy and it should be for local government to decide on how policy can be implemented most effectively and efficiently in partnership with schools. Too many directly funded projects have resulted in resources being used inefficiently with limited impact, e.g. Schools Challenge Cymru. This funding should have been transferred into the Revenue Support Grant to support classroom provision for all pupils.
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Cynulliad Cenedlaethol Cymru | National Assembly for Wales

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

Cyllido Ysgolion yng Nghymru | School Funding in Wales

SF 36

Ymateb gan: Cymdeithas Llywodraeth Leol Cymru & Cymdeithas Cyfarwyddwyr Addysg Cymru

Response from: Welsh Local Government Association (WLGA) & Association of Directors of Education in Wales (ADEW)

CYFLWYNIAD

1. Mae Cymdeithas Llywodraeth Leol Cymru (CLILC) yn cynrychioli 22 awdurdod lleol yng Nghymru. Mae'r tri awdurdod parciau cenedlaethol a'r tri awdurdod tân ac achub yn aelodau cysylltiol.
2. Mae'n ceisio cynrychioli awdurdodau lleol o fewn fframwaith polisi datblygol sy'n bodloni blaenoriaethau allweddol ein haelodau ac yn darparu ystod eang o wasanaethau sy'n ychwanegu gwerth at Lywodraeth Leol Cymru a'r cymunedau y maent yn eu gwasanaethu.
3. Mae CLILC yn falch o allu ymateb i Ymchwiliad y Pwyllgor i Gyllido Ysgolion yng Nghymru. Dyma ymateb ar y cyd i'r ymgynghoriad ar ran CLILC a Chymdeithas Cyfarwyddwyr Addysg Cymru (CCAC), wedi ei fwydo gan safbwyntiau Grŵp Cyllid CCAC a Gweithrediaeth Cymdeithas Trysoryddion Cymru. Gall awdurdodau lleol unigol hefyd gyflwyno eu hymatebion eu hunain sy'n adlewyrchu eu safbwyntiau eu hunain.

Digonedd y ddarpariaeth ar gyfer cyllidebau ysgolion, yng nghydestun cyllidebau gwasanaethau cyhoeddus eraill a'r adnoddau sydd ar gael

4. Mae gwariant cyhoeddus ar addysg ar draws y Sefydliad ar gyfer Cydweithrediad a Datblygiad Economaidd wedi bod ar ei hôl hi o'i gymharu â thwf Cynnyrch Domestig Gros ers 2010. Mae gwariant Llywodraethau Lleol yng Nghymru ar addysg wedi lleihau o 8% dros y 10 mlynedd diwethaf ar ôl cymhwyso i ystyried chwyddiant. Ni roddodd polisi Llywodraeth Cymru o 'warchod' addysg yn ystod pedwerydd tymor y

Cynulliad unrhyw gynnydd gwirioneddol i gyllidebau ysgolion yn ystod y cyfnod hwnnw. Mae gwasanaethau eraill wedi gwneud yn well nac ysgolion dros gyfnod tebyg; mae gwariant ar ofal cymdeithasol wedi parhau ar oddeutu'r un lefel, ac mae gwariant ar iechyd wedi cynyddu o un rhan o bump wedi cymhwyso i ystyried chwyddiant. Fodd bynnag, mae gwariant ar y mwyafrif o wasanaethau cyhoeddus eraill wedi gweld lleihad mawr; o hyd at 60% mewn rhai achosion. Mewn cyfnod o gynni parhaus, mae awdurdodau lleol wedi ceisio gwarchod ysgolion (a gofal cymdeithasol) cymaint â phosib, a gwelwyd hyn ar draul gwasanaethau lleol eraill.

5. Mae CLILC yn amcangyfrif y bydd pwysau ariannol addysg ar gyfer 2019-20 yn dod i gyfanswm o £109 miliwn ar gyfer costau'r gweithlu, chwyddiant cyffredinol, a chynnydd yn niferoedd disgyblion ysgol. Mae toriad arfaethedig yn 2019-20 hefyd, sydd yn golygu fod y bwlch gwirioneddol yn y gyllideb oddeutu £127 miliwn. Mae'r setliad llywodraeth leol yn esmwytho rhywfaint ar y bwlch gyda chyllid sy'n ariannu'r fargen gyflog yn rhannol, gan leihau'r bwlch i £105 miliwn cyn unrhyw incwm ychwanegol o dreth y cyngor. Nid oes unrhyw gyllid ychwanegol i ysgolion y flwyddyn nesaf i ymorol am ddyfarniadau cyflog i gynorthwyr addysgu neu staff eraill, neu i ymorol am bwysau chwyddiannol eraill.
6. At hynny, ar adeg ysgrifennu'r ddogfen hon, nid oes unrhyw arian wedi ei ddarparu i dalu am gostau cynyddol Pensiynau Athrawon yr amcangyfrifir eu bod oddeutu £41 miliwn ar gyfer 2019-20 a £70 miliwn mewn blwyddyn lawn. Golyga hyn y bydd gwasanaethau addysg ac ysgolion yn enwedig yn wynebu penderfyniadau eithriadol anodd wrth geisio cydbwysu eu cyllidebau, gyda diswyddo gorfodol yn anorfod oni bai y buddsoddir arian newydd sylweddol yn y gwasanaeth.
7. Mae balansau ysgolion yn un dangosydd posib o wytnwch ariannol ysgol. Dros gyfnod o ddeng mlynedd, mae'r lleihad gwirioneddol ym malansau ysgolion wedi cyrraedd 40%. Mae nifer yr ysgolion sydd mewn sefyllfaedd o ddiffyg ariannol wedi cynyddu o 4%, a gwelwyd cynnydd o gymaint â theirgwaith yn y diffyg hwn wedi cymhwyso i ystyried chwyddiant.
8. Mae digonolrwydd y lefel absoliwt o gyllid ar gyfer darparu addysg statudol

wedi cael ei herio yn gyson o'i gymharu â rhannau eraill o'r DU. Mae'n gydnabyddedig ei bod wedi mynd yn anodd gwneud y fath gymariaethau oherwydd y gwahaniaethau cynyddol mewn systemau addysg cenedlaethol. Mae Llywodraeth Cymru wedi amddiffyn y modd y mae'n cyllido Llywodraeth Leol ac Addysg trwy gyfochri'r sefyllfa â maint toriadau i gyllid yn Lloegr sydd, yn ôl ei honiad, wedi bod yn uwch. Beth bynnag am y modd y mae cyllido yng Nghymru yn cymharu â sefyllfa ein cymdogion, mae'n gwbl glir fod toriadau gwirioneddol sylweddol yn parhau yn lefel y cyllid craidd sydd ar gael dros amser unwaith y cymerir newidiadau cyllid â graddfa'r cynnydd mewn costau a'r disgwyliadau a chyfrifoldebau / mentrau polisi cynyddol a osodir ar awdurdodau lleol ac ysgolion.

9. Mae ysgolion yn wynebu gofynion cynyddol yn ymwneud ag Anghenion Dysgu Ychwanegol a diwygio cwricwlwm. Fodd bynnag, nid yw'r meysydd hyn yn derbyn cyllid digonol. Dylai Ymyrraeth Gynnar a Darpariaeth Ataliol gael eu blaenoriaethu, gyda chynnydd mewn cyllid tuag at feysydd sy'n ymwneud â'r Blynyddoedd Cynnar a'r Cyfnod Sylfaen. Yn yr un modd, mae nifer o rwystrau i ddysgu y mae disgyblion o gefndiroedd o fewn lleiafrifoedd ethnig - y sawl sydd â Chymraeg/Saesneg fel iaith ychwanegol a phlant a phobl ifanc o deuluoedd teithwyr - yn eu hwynebu yn ystod eu cyfnod mewn addysg. Ni ellir sicrhau cyfleoedd cyfartal i'r disgyblion hyn heb gefnogaeth wedi ei thargedu a'i ariannu'n ddigonol.
10. Ar hyn o bryd, ymddengys fod mwyafrif y cyllid ataliol yn cael ei ddyrannu i'r Gwasanaeth Iechyd. Er fod gweithio mewn partneriaeth yn galluogi i fentrau penodol gael eu rhoi ar waith mewn ysgolion, pe bai awdurdodau lleol ac ysgolion yn cael ei cyllido'n briodol, gellid gwahaniaethu cefnogaeth a'i dargedu'n fwy priodol, gan arwain at effaith fwy ar les disgyblion unigol.
11. Nid yw awdurdodau lleol yn derbyn cyllid digonol ar gyfer disgyblion sydd ag anghenion cymhleth y mae angen darpariaeth arbenigol ar eu cyfer. Nid oes eglurder llwyr o ran anghenion addysgol y disgyblion hyn o'u cymharu â'u hanghenion iechyd. Golyga hyn fod Ysgolion Arbennig yn gorfod talu'r bil am gostau meddygol a nyrsio a ddylai fod yn disgyn ar y Byrddau Iechyd.

Y graddau y mae lefel y ddarpariaeth ar gyfer cyllidebau ysgolion yn

cyfrannu at neu'n rhwystro cyflenwad amcanion polisi Llywodraeth Cymru

12. Mae'n uchelgais gan Gymru fod ei holl ysgolion yn datblygu fel sefydliadau dysg gan lynu at egwyddorion y Sefydliad ar gyfer Cydweithrediad a Datblygiad Economaidd. Credir fod gan ysgolion sydd yn sefydliadau dysg y gallu i addasu yn gyflymach ac archwilio dulliau newydd o weithio, fel modd o wella dysgu a deilliannau i'r holl ddysgwyr. Fodd bynnag, heb gyllid digonol i ddarparu lefelau priodol o ran cynhwysedd y system a chefnogaeth i grwpiau o ddisgyblion sy'n agored i niwed a'r rhai hynny sydd ag anghenion ychwanegol neu gymhleth; wedi'i baru â chyllid craidd annigonol i ysgolion, mae'n anodd cymryd agwedd optimistaidd tuag at y tebygolrwydd o wireddu'r uchelgais hon.
13. Mae darpariaeth addysg statudol craidd yn hanfodol yn y gwaith o gyflawni amcanion tymor hwy Llywodraeth Cymru, ac mae angen cydnabyddiaeth gyson i'r ffaith yma. Dim ond effaith gyfyngedig y gall mentrau byrdymor, waeth pa mor dda fo'r bwriad, ei gael heb gynnal lefel briodol o adnodd i darpariaeth graidd.
14. Mae denu a chadw gweithlu addysgu digonol yn hanfodol i'r polisi. Athrawon yw'r adnodd pwysicaf mewn ysgolion ac mae ansawdd ac effeithiolrwydd eu haddysg yn hanfodol i ddisgyblion ddysgu (Rockoff, 2004; OECD, 2005). Mae bwriad y cyllid grant o £15 miliwn ar draws Gymru tuag at ddatblygiad proffesiynol yn dda, ond bydd yn ddarostyngedig i feini prawf penodol. Bydd ar gael i ysgolion ar adeg pan fydd lleihau ar gyllid craidd a'r angen i ysgolion gydbwyso eu cyllidebau yn arwain yn anorfod at ddiswyddiadau. Gellid bod wedi gwneud defnydd gwell o'r cyllid hwn i sicrhau cyllidcraidd digonol tuag at gyflog a phensiynau athrawon. Pe bai ysgolion yn derbyn lefelau priodol o gyllid craidd, gallent fforddio cael mynediad at gyfleoedd dysgu proffesiynol heb gyllid grant a chyfyngiadau'r fiwrocratiaeth sydd ynghlwm ag o.
15. Dengys data fod nifer y disgyblion sydd ag AAA wedi cynyddu yn flynyddol ers 2015, ac ers 2012 bu cynnydd o dros 2,000 o ddysgwyr y nodir bod AAA ganddynt. O un flwyddyn i'r llall, gwelwyd cynnydd yn y gwariant ar AAA, gyda chynnydd graddol hefyd yn y gwariant ar ysgolion arbennig a chyllid craidd a phrif ffrwd yn aros fwy neu lai'r un fath mewn termau ariannol. Mae gwariant awdurdodau lleol ar y gwaith o gefnogi disgyblion sydd ag

AAA wedi tyfu'n flynyddol ac yn 2018-19, gwelwyd cynnydd o £8.8 miliwn neu 2.4% o'i gymharu â'r flwyddyn flaenorol. Mae'r gwariant ar bob disgybl yng Nghymru wedi cynyddu o £789 yn 2015-16 i £844 yn 2018-19; cynnydd o £55 am bob disgybl. Mae'r cyllid a ddelir yn ganolog wedi lleihau o 30% o'r holl gyllid yn 2014-15 i 27% yn y flwyddyn bresennol. Mae'r cyllid a ddyrannir i Ysgolion Arbennig wedi cynyddu o 24% o'r holl gyllid yn 2014-15 i 27% yn y flwyddyn bresennol.

16. Gyda chyflwyniad Deddf Anghenion Dysgu Ychwanegol a'r Tribiwnlys Addysg (Cymru) bydd pwysau sylweddol ar amser gweithwyr er mwyn ymgymryd â datblygu proffesiynol ac uwchsgilio estynedig wrth baratoi at roi'r Côt Ymarfer newydd ar waith. Bydd yn ofynnol i hyfforddi staff ar bob lefel yn ogystal â hyfforddiant a datblygu dwysach i Gydlynwyr Anghenion Dysgu Ychwanegol. Er y bydd pecynnau hyfforddi cenedlaethol cyffredin ar gael, bydd angen i'r rhain gael eu darparu yn lleol gan awdurdodau lleol ac/neu ysgolion y bydd angen amser ac adnoddau digonol arnynt i sicrhau eu bod yn cael eu gweithredu'n effeithiol. Gyda ymestyniad yr ystod oedran statudol o 0 i 25, a throsglwyddiad y cyfrifoldeb am leoliadau arbenigol ôl-16 i Awdurdodau Lleol, gellid gweld costau ychwanegol yn y gwaith o fodloni anghenion dysgwyr sydd ag anghenion dysgu ychwanegol.
17. Mae 'Haen 2' y genhadaeth genedlaethol yn rhy gyffredinol ac yn ddiffygiol mewn eglurder a thryloywder, yn enwedig mewn perthynas â chonsortia rhanbarthol a 'brigdoriant' y cyllid sydd ar gael sy'n cael ei sianelu'n gynyddol trwy gonsortia. O ganlyniad, mae peryg y bydd dylanwad cyllid o'r fath yn aneffeithiol a'i fod yn cyfyngu cyllid a allai gael ei gyfeirio fel arall tuag at gefnogi darpariaeth rheng flaen o fewn ysgolion.
18. Ymddengys fod anghysonder rhwng amcanion Llywodraeth Cymru i leihau lleoedd gwag ar un llaw ond ar yr un pryd i gynyddu'r lleoedd cyfrwng-Cymraeg y tu hwnt i'r galw cyfredol sydd wedi ei adnabod ac amddiffyn ysgolion bychan a gwledig. Mae'r mentrau polisi hyn yn gofyn am gyllid ychwanegol sylweddol os ydynt am gael eu gwireddu. Gwnaethpwyd peth cyllid grant ar gael i ysgolion gwledig bychain ond eto, dim ond yn unol â meini prawf penodol y gellir ei ddefnyddio a pheth bynnag am hynny, cyfanswm ydyw o £2.5 miliwn y flwyddyn yn unig (£10 miliwn dros 4 blynedd) ar draws Gymru gyfan.

19. Mae datgloi potensial pob plentyn wrth wraidd strategaeth Llywodraeth Cymru dros addysg, ac mae'n adlewyrchu erthygl 29 Confensiwn y Cenhedloedd Unedig ar Hawliau'r Plentyn. Mae gan Lywodraeth Cymru ddyheadau mawr dros yr holl ddysgwyr yng Nghymru, ac mae'n ymroddedig tuag at gefnogi llwyddiant disgyblion o bob cefndir. Mae'r weledigaeth hon yr un mor wir ar gyfer ein disgyblion o leiafrifoedd ethnig y gall fod arnynt angen cefnogaeth ieithyddol a'u Saesneg ac/neu eu Cymraeg, neu sy'n wynebu'r risg o dangyflawni am resymau eraill. Mae'n gydnabyddedig fod angen cefnogaeth ychwanegol ar rai disgyblion er mwyn iddynt allu manteisio'n llawn ar y cyfleoedd addysgol sydd ar gael yng Nghymru, ac eto, mae'r cyllid sydd ar gael ar gyfer y gefnogaeth hanfodol hon wedi ei dorri, ac fe all wynebu cael ei ddiddymu'n llwyr yn dilyn 2019/20.
20. Methodd penderfyniad Ysgrifennydd y Cabinet dros Addysg i ddiddymu cyllid y Grant Cyflawniad Lleiafrifoedd Ethnig fel rhan o gyllideb 2017/8 ag ystyried blaenoriaethau'r Llywodraeth bresennol. Er enghraifft: Mae 'Ffyniant i Bawb: y Strategaeth Genedlaethol' yn cyflwyno gweledigaeth Llywodraeth Cymru ar gyfer Cymru sydd yn le egniol, goddefgar a chroesawgar i fyw a gweithio; gwlad sydd ag agwedd ryngwladol lle y gall pobl o bob cefndir gael eu parchu a'u gwerthfawrogi. Mae'n nodi ymroddiad i barhau â gwaith yn erbyn gwahaniaethu ac i sicrhau cyfleoedd i bawb.
21. Cynyddu cydlyniant cymunedol a chwalu rhwystrau o fewn ein cymdeithas yw rhai o'r deilliannau cadarnhaol y mae cyllid y Grant Cyflawniad Lleiafrifoedd Ethnig wedi eu darparu ers blynyddoedd yn ein cymunedau, yn enwedig yn ein hardaloedd trefol. Bydd Llywodraeth Cymru yn cyhoeddi ei chynllun Cydlyniant Cymunedol yn fuan, a disgwylir y bydd iddo bedair thema:
- Gwaith ar lefel strategol i gynyddu cydlyniant cymunedol a chynhwysiant.
 - Gwaith ar lefel leol i chwalu rhwystrau rhag cynhwysiant ac integreiddio sy'n wynebu grwpiau a chymunedau penodol.
 - Cefnogaeth i fewnfudwyr, ffoaduriaid a cheiswyr lloches a chymunedau sefydledig yn ystod y broses integreiddio.
 - Cefnogaeth i gymunedau er mwyn rhwystro a rheoli tensiynau cymunedol, gelyniaeth ac eithafiaeth.

22. Eto, gwelir fod y themâu hyn yn cydweddu'n uniongyrchol ag amcanion a deilliannau cyllid y Grant Cyflawniad Lleiafrifoedd Ethnig.

Fformiwla gyllido llywodraeth leol a'r pwysoli a roddir i addysg ac i gyllidau ysgolion yn benodol o fewn y Setliad Llywodraeth Leol

23. Mae'r fformiwla a ddefnyddir i gyllido addysg ac yn wir pwysoli addysg o'i gymharu â gwasanaethau eraill i raddau helaeth yn ddyfais fecanyddol a adolygwyd ddiwethaf yn 2001 er na sefydlwyd rhai o'r fformiwlâu yn eu ffurf derfynol am ychydig flynyddoedd wedi hynny.
24. Mae'n bur debyg y gallai dyluniad y fformiwlâu feddiannu Ymholiad Pwyllgor cyfan ond craidd y peth yw bod y dull o bwysoli dangosyddion trwy ddadansoddiad ystadegol wedi cael ei gwestiynu gan yr aelodau llywodraeth leol a'r aelodau annibynnol sy'n rhan o'r Is-grŵp Dosbarthu. Maent wedi bod yn awyddus i archwilio'r posibilïadau o ran dod o hyd i ddull mwy tryloyw. Byddai hyn yn ei hanfod yn golygu edrych ar wariant ysgolion o bersectif 'y gwaelod i fyny', gan ddarganfod yr ysgogwyr angen gwirioneddol, ac o ystyried nifer y disgyblion a'r deilliannau dysg y gobeithir eu cyflawni, beth yw'r mewnbynnau (costau) sylfaenol. Y cwestiwn ar gyfer yr Is-Grŵp Dosbarthu yw a fyddai modd datblygu model o'r fath gyda chytundeb yr holl fudd- ddeiliaid, neu a ddylai Llywodraeth Cymru weithio ar ddiweddarau'r fethodoleg bresennol?
25. Dylai unrhyw Lywodraeth sy'n ystyried newidiadau i fformiwla ar lefel genedlaethol neu leol ymrwymo i arian pontio a bod yn ymwybodol nad yw hyn yn effeithio ar ddeilliannau.
26. O ran a yw addysg yn cael ei 'bwysoli' yn ddigonol o fewn y fframwaith SSA, caiff y penderfyniad ei wneud ar y cyfan mewn modd mecanyddol ac ar sail tystiolaeth. Caiff cyfran £2.24 biliwn Addysg (bron i 40%) o Gyfanswm y Gwariant Safonol o £5.66 biliwn ei benderfynu ar sail ffigyrau canlyniadol hanesyddol a data gwariant cyllideb a gesglir gan Lywodraeth Gymru o ddychwelebau awdurdodau lleol. Un agwedd bwysig ar y fformiwla yw ei fod yn fframwaith i ddosbarthu symiau cyfyngedig o arian; os nad oes digon o arian yn y system yna nid yw o bwys pa mor dda yw'r fformiwla.

Y berthynas, y cydbwysedd a'r tryloywder rhwng amryw ffynonellau cyllid i ysgolion, gan gynnwys cyllid craidd a chyllid wedi'i neilltuo.

27. Mae CLILC wedi lobïo yn gyson ar ran llywodraeth leol i'r holl gyllid ar gyfer addysg gael ei drosglwyddo i mewn i'r Grant Cynnal Refeniw. Nid yn unig y byddai hyn yn sicrhau fod ysgolion yn derbyn lefelau priodol o gyllid craidd ond y byddai hefyd yn cael gwared ar y llwyth biwrocraidaidd sylweddol sydd ynghlwm â neilltuo arian. Mewn blynyddoedd diweddar, rydym wedi gweld cynnydd yn nifer y grantiau unigol ar gyfer ysgolion a gyflwynir gan Lywodraeth Cymru. Mae'r rhain yn aml wedi cael eu cyflwyno heb lawer o hysbysiad ymlaen llaw a gydag amserlen gyfyng i awdurdodau lleol roi ceisiadau llafurus at ei gilydd, gyda llwyddiant y ceisiadau hynny yn tueddu i adlewyrchu'r gallu i fformiwleiddio cais yn hytrach na darpariaeth gyfiawn amcanion polisi.
28. Mae rhai ffrydiau cyllid grant wedi bod ar gael ers nifer o flynyddoedd, a chanlyniad hyn yw dibynadwyedd ysgolion ar y cyllid hwn er mwyn darparu'r cynnig craidd, e.e. Grantiau Cyfnod Sylfaen a Datblygu Disgyblion. Arferai cyllid Gwella Ysgolion y Consortia Rhanbarthol fod yn ddigonol i ddarparu cymarebau Cyfnod Sylfaen yn ogystal â rhai elfennau o welliant ysgol. Mae hyn wedi ei dorri i'r fath raddau ei fod bellach yn annigonol hyd yn oed i ddarparu ar gyfer yr argymhellion Cyfnod Sylfaen yn unig.
29. Mae angen cynyddu ymddiriedaeth yng ngallu arweinwyr ysgolion i gyllido addysgu a dysgu yn gynaliadwy trwy gyllidebau craidd, gan leihau o ganlyniad ddibynadwyedd ar grantiau wedi'u neilltuo. Dylid dychwelyd cyllid ar gyfer y Cyfnod Sylfaen i'w lefelau blaenorol a'i drosglwyddo i'r Grant Cynnal Refeniw. Byddai trosglwyddiad yn cael gwared ar y llwyth gweinyddol a'r costau cysylltedig ynghyd â'r oedi diangen cyn i ysgolion gael eu hysbysu ynghylch eu dyraniad cyllid. Nid yn unig y byddai hyn yn fwy effeithlon, ond fe fyddai yn gwella digonolrwydd cyllid craidd ac yn rhoi mwy o hyblygrwydd i ysgolion o ran y modd y maent yn gwneud defnydd o'r cyllid sydd ar gael i weithredu ar flaenoriaethau allweddol a rennir â Llywodraeth Cymru.
30. Caiff dyfarniadau grant arwyddol weithiau eu darparu yn hwyr yn y gylchred cynllunio ariannol ac weithiau heb unrhyw welededd y tu hwnt i'r flwyddyn ariannol nesaf. Gyda'i gilydd, mae'r materion hyn yn arwain at fiwrocraatiaeth a gweinyddu uwch na'r angen trwy'r system gyfan, ac maent weithiau'n achosi penderfyniadau rhagataliol neu ymatebol lle y gallai dyraniadau mwy hyblyg a/neu rybudd cynharach fod wedi arwain at

gynllunio a deilliannau gwell. Mae ysgolion angen ymrwymadau cyllid tymor hwy sy'n eu galluogi i gynllunio gwelliant dros gyfnod o dair blynedd o leiaf gyda sicrwydd uwch o ran cyllidebau.

31. Dylid darparu tystiolaeth o angen sylfaenol cyn cyhoeddi cyllid penodol ynghlwm â mentrau a chyfrifoldebau newydd, waeth pa mor dda yr ymddengys y syniadau hyn (e.e. grant ysgolion bychain a gwledig, rheolwyr busnes ysgolion, cyllid i leihau maint dosbarthiadau ayyb.). Mae brigdoriant cyllid ar gyfer y mentrau hyn wedi erydu cyllid craidd ysgolion, gyda'r canlyniad fod ysgolion yn chwilio am gyllid atodol ar gyfer eu hanghenion sylfaenol. Ni ellir cyfiawnhau'r sefyllfa hon.
32. Mae diffyg tryloywder dros yr ymdriniaeth â chyllid ar gyfer y Grant Cyflawniad Lleiafrifoedd Ethnig yn 2018/19 ac ansicrwydd parhaus ynghylch dyfodol y cyllid hwn yn tansilio'r gwaith o gynllunio darpariaeth ar gyfer y grwpiau hyn o ddysgwyr sy'n agored i niwed yn ogystal â rhoi niferoedd uchel o staff mewn perygl o gael eu diswyddo.
33. Honnodd Llywodraeth Cymru i'r cyllid hwn gael ei dorri o'r Grant Gwella Addysg ac iddo gyfrannu at y £170 miliwn ychwanegol a aeth tuag at y setliad ar gyfer addysg a gofal cymdeithasol. Fodd bynnag, unig effaith hyn fyddai lleihau'r toriad cyfan i gyllid awdurdodau lleol. Daeth yn amlwg wedyn nad oedd y cyllid i gefnogi'r dysgwyr agored i niwed hyn wedi trosglwyddo i mewn i'r Grant Cynnal Refeniw. Mae lefel is o gyllid wedi cael ei adfer ar gyfer 2018/19 trwy gyfrwng grant. Mae Llywodraeth Cymru wedi ymrwymo i'r un lefel o gyllid ar draws Cymru ar gyfer 2019/20, ond hyd yma nid yw wedi rhoi gwybod i Awdurdodau Lleol ynglŷn â'r symiau a ddyfarnwyd iddynt. Eto, mae hyn yn ei gwneud hi'n anodd i awdurdodau lleol gynllunio eu gwasanaethau ar gyfer y flwyddyn sydd o'u blaenau, ac yn gohirio'r ansicrwydd sy'n wynebu staff. Mae Llywodraeth Cymru wedi gofyn fod gwasanaethau rhanbarthol yn cael eu datblygu, ond nid yw wedi addo unrhyw gyllid ar ôl 2019/20 ar gyfer darpariaeth ranbarthol.
34. Ni chafwyd dim cysur ynghylch y sefyllfa a amlinellwyd uchod gyda chyhoeddi dyfarniad ym Mawrth 2017/18 o £14 miliwn tuag at gynnal a chadw adeiladau ysgolion. Roedd yn eglur mai bwriad Llywodraeth Cymru oedd dyrannu cyllid yn uniongyrchol i ysgolion er mwyn cynorthwyo â phwysau ariannol cyffredinol. Fodd bynnag, gallai peth

o'r cyllid hwn fod wedi cael ei ddyrannu i awdurdodau lleol er mwyn cynnal cefnogaeth arbenigol dros y flwyddyn i ddod. Effaith y gofyniad ar ysgolion i osod y cyllid hwn yn erbyn costau cynnal a chadw a ysgwyddwyd yn 2017/18 oedd cynyddu'r swm a gariwyd ymlaen i 2018/19 ym malansau'r ysgolion. Tra nad oedd effaith hyn yn arbennig o arwyddocaol ar lefel ysgolion unigol, cafoddy cynnydd ffug ei nodi ar lefel yr awdurdod lleol ac ar lefel Cymru gyfan. Nid oedd y cwrs gweithredu hwn yn ddefnyddiol iawn o ystyried beirniadaeth flaenorol Llywodraeth Cymru ar lefel balansau ysgolion yng Nghymru.

35. Ymddengys fod amharodrwydd cynyddol i ariannu ysgolion trwy'r Grant Cynnal Refeniw. Ceir tystiolaeth i hyn yn y twf yn nifer y grantiau - boed wedi eu dyrannu i gonsortia, ysgolion neu awdurdodau lleol. Mae hyn yn lleihau hyblygrwydd awdurdodau lleol i dargedu adnoddau mewn modd priodol i fodloni blaenoriaethau cenedlaethol fel ei gilydd ac, yn bwysicach fyth, yn lleihau'r cyllid craidd sydd ar gael i ysgolion.
36. Mae'r dull yma yn annealladwy pan ystyrir y flaenoriaeth a roddwyd gan awdurdodau lleol i addysg mewn blynyddoedd diweddar a'r cynnydd yn y ganran o gyllid addysg a ddirprwyir i ysgolion.

Esgeulustod Llywodraeth Cymru o ran y modd y mae Awdurdodau Lleol yn gosod cyllidebau ysgolion unigol gan gynnwys, er enghraifft, y pw ysoliad a roddir i ffactorau megis proffil oedran disgyblion, iaith y ddarpariaeth, nifer y disgyblion sydd ag Anghenion Dysgu Ychwanegol a darpariaeth cyn oedran ysgol gorfodol

37. Mae esgeulustod Llywodraeth Cymru tuag at y modd y mae awdurdodau lleol yn gosod cyllidebau ysgolion unigol yn cynnwys yr adolygiad o'r ddychweleb flynyddol o wybodaeth amrywiol gan awdurdodau lleol, megis y Daflen Ddatgan Cyllideb Adran 52. Mae'n ofynnol i Awdurdodau Lleol lynu at y Rheoliadau Cyllido Ysgolion a chynnwys eu Cynlluniau Ariannu a Fformiwlâu Cyllido Ysgolion eu hunain pan yn cynhyrchu eu dyraniadau cyllid blynyddol i ysgolion.
38. Gwnaeth Llywodraeth Cymru gais yn ddiweddar i awdurdodau lleol gwblhau datganiad ariannol manwl ad hoc, sydd yn awgrymu nad oedd modd cael y wybodaeth angenrheidiol o'r datganiadau blynyddol safonol a gwblheir gan awdurdodau lleol. Byddai cynnwys, cysondeb a chymhared y datganiadau blynyddol cyfredol a'r wybodaeth a ddarperir gan

awdurdodau lleol drwyddynt yn manteisio o gael ei adolygu er mwyn penderfynu a ellid datblygu dull o gasglu data sy'n symlach ac yn llawnach o wybodaeth.

39. Mae Grŵp Cyllid CCAC yn galluogi rhannu gwybodaeth fanwl ynglŷn chasglu fformiwlâu ariannu a gwariant ysgolion awdurdodau lleol unigol. Mae enghreifftiau o arferion da yn cynnwys:
- Awdurdodau lleol yn adolygu ac yn rhoi newidiadau sylfaenol ar waith ar eu fformiwlâu ariannu, gan ymgysylltu'n llawn ag ysgolion.
 - Rhanbarthau'n cydweithio i adolygu a chymharu eu fformiwlâu ariannu ysgolion unigol.
 - Mae CCAC yn parhau i ddatblygu meincnodau ariannol ar gyfer ysgolion ledled Cymru. Er nad yw hyn ar gael fel set ddata gyflawn hyd yma, mae gallu Awdurdodau Lleol ac ysgolion i gymharu gwariant (a chyllid ac incwm yn y dyfodol) yn gwella.
40. Mae'n glir fod dealltwriaeth ar y cyd o fformiwlâu ariannu ysgolion awdurdodau lleol unigol yn cael ei ddatblygu. Mae'n bwysig nodi fod y dysgu hwn yn cael eu ystyried ar y cyd â ffactorau cyd-destunol, gan esgor ar fformiwlâu ariannu sy'n bodloni anghenion lleol yn effeithiol. Mae'n ymddangos hefyd fod awdurdodau lleol yn datblygu eu dulliau deallus eu hunain o fonitro ac adolygu, yn seiliedig ar drafodaeth yn hytrach na model cydymffurfedd mecanyddol nad yw'n ystyried anghenion lleol.
41. Mae'n rhaid i gyfrifoldeb cynyddol ysgolion am eu cyllideb eu hunain gael ei baru ymhellach â mecanweithiau hunanwerthuso ac atebolrwydd effeithiol o fewn yr ysgolion hynny. Mae angen rheoliadau mwy hyblyg er mwyn rhwystro ysgolion rhag cronni balansau gormodol ac i alluogi i gyllid o'r fath gael ei ail-ddyrannu mewn modd effeithiol.
42. Tra bod swyddogaeth fonitro Llywodraeth Cymru wedi'i sefydlu'n gadarn, credir fod gormod o gyllid yn cael ei neilltuo ar gyfer mentrau penodol heb y ddealltwriaeth angenrheidiol o gyd-destun a blaenoriaethau lleol. Mae'n gyfrifoldeb ar y llywodraeth genedlaethol i osod polisi, a dylai'r modd y gall polisi gael ei weithredu yn fwyaf effeithiol ac effeithlon fod yn benderfyniad i lywodraeth leol mewn partneriaeth ag ysgolion. Mae gormod o brosiectau a ariannwyd yn uniongyrchol wedi achosi i

adnoddau gael eu defnyddio'n aneffeithlon gyda'u heffaith yn gyfyngedig, e.e. Her Ysgolion Cymru. Dylid bod wedi trosglwyddo'r cyllid hwn i mewn i'r Grant Cynnal Refeniw i gefnogi darpariaeth ystafell ddosbarth i bob disgybl.

