Cyflwynwyd yr ymateb hwn i ymgynghoriad y Pwyllgor Plant, Pobl Ifanc ac Addysg ar Flaenoriaethau'r Chweched Senedd

This response was submitted to the Children, Young People and Education Committee consultation on Sixth Senedd Priorities

CYPE SP 101

Ymateb gan: Archwilio Cymru

Response from: Audit Wales

Beth yn eich barn chi yw'r prif flaenoriaethau neu'r materion y dylai'r Pwyllgor eu hystyried yn ystod y Chweched Senedd? Os oes modd, nodwch eich barn o ran sut y gallai'r Pwyllgor fynd i'r afael â hyn.

What do you consider to be the main priorities or issues that the Committee should consider during the Sixth Senedd? Where possible, please set out your view about how the Committee could address them.

Thema 1: Addysg oedran ysgol | Theme 1: School-age education

Ym mis Tachwedd 2020, gwnaethom gyhoeddi adroddiad dilynol ar ymdrin ag absenoldeb athrawon. Roeddem eisoes wedi adrodd ar y pwnc hwn yn 2013. Roedd ein hadroddiad yn 2020 yn cydnabod bod Llywodraeth Cymru wedi cymryd camau i gynorthwyo staff cyflenwi, mynd i'r afael ag achosion sylfaenol absenoldeb athrawon o'r ystafell ddosbarth, gwella'r modd y rheolir absenoldeb a mynd i'r afael â rhai pryderon allweddol am gontractau asiantaeth. Fodd bynnag, adroddwyd bod bylchau mewn data yn golygu ei bod yn dal yn anodd dweud a yw rhai o'r camau hyn yn cael yr effeithiau a fwriedir.

Cyfeiriodd yr adroddiad at faterion yn ymwneud ag effaith pandemig COVID-19 ar athrawon cyflenwi sy'n gweithio i asiantaethau ond nododd fod effaith tymor hwy yr aflonyddwch ar y gweithlu cyflenwi ac asiantaethau heb ei weld eto. Pwysleisiwyd bod angen i Lywodraeth Cymru ystyried a oedd digon o weithwyr dros dro ar gael i helpu i reoli ymateb COVID-19 ochr yn ochr â pharatoadau ar gyfer y cwricwlwm newydd, yn enwedig lle mae prinder eisoes.

Gwnaethom argymhellion ynghylch sicrhau ansawdd a digonolrwydd athrawon cyflenwi mewn ysgolion, gan gynnwys hyfforddiant a chymorth cyn cyflwyno'r cwricwlwm newydd o 2022. Gwnaethom argymhellion hefyd ynghylch y contract fframwaith cenedlaethol ar gyfer staff asiantaeth. Wrth ymateb i'n hargymhellion ym

mis Mai 2021, pwysleisiodd Llywodraeth Cymru fod gwella ansawdd a digonolrwydd y gweithlu addysg a sicrhau bod fframwaith asiantaethau cyflenwi'r Gwasanaeth Caffael Cenedlaethol yn diwallu anghenion ysgolion ac athrawon cyflenwi yn faterion allweddol i Lywodraeth Cymru. Dywedodd Llywodraeth Cymru hefyd, ers ein hadroddiad, y bu trafodaethau gyda chyflogwyr ac undebau llafur ar gyflenwi materion addysgu, gydag ymrwymiadau gan randdeiliaid i gefnogi a chryfhau Fframwaith y GCC. Nodwn fod y Rhaglen Lywodraethu newydd ar gyfer 2021-2026 yn cynnwys ymrwymiad i 'ddatblygu model cynaliadwy ar gyfer darpariaeth athrawon cyflenwi sydd â gwaith teg yn ganolog iddo'.

Dros y pedair i chwe wythnos nesaf byddwn yn cyhoeddi cyfres o allbynnau 'Darlun o Wasanaethau Cyhoeddus'. Bydd y rhain yn cynnwys sylwebaeth fer, 'Darlun o Ysgolion'. Ochr yn ochr â sylwebaeth ar strategaeth, cyllid, perfformiad, galw a chapasiti, byddwn yn tynnu sylw at dri mater allweddol i ysgolion o'n safbwynt ni: rheoli effaith COVID-19 a chefnogi adferiad addysg; dilyn drwy'r rhaglen ddiwygio; a mynd i'r afael â heriau'r gweithlu, gan gynnwys ar gyfer addysg cyfrwng Cymraeg.

Byddwn hefyd yn sôn yn ein hadroddiad Darlun o Ysgolion am raglen ysgolion ac addysg yr 21ain ganrif, gan gyfeirio at ein hadroddiad blaenorol ar y pwnc hwn ym mis Mai 2017. Gwnaeth ein hadroddiad rai argymhellion gan gynnwys mwy o safoni ar draws y prosiectau i sicrhau gwerth am arian. Ers i ni adrodd, mae Llywodraeth Cymru wedi dechrau Band B, sy'n cynnwys ffrwd o brosiectau a ariennir drwy'r Model Buddsoddi Cydfuddiannol o gyllid preifat. Byddwn yn rhoi ystyriaeth bellach i'r potensial ar gyfer gwaith dilynol yn y maes hwn wrth i ni gynllunio ein rhaglen waith ar gyfer 2022-23 a thu hwnt.

Yn olaf, rydym wrthi'n datblygu gwaith i archwilio'n fanylach y gwaith y mae Llywodraeth Cymru yn bwriadu gweithredu'r cwricwlwm newydd i Gymru. Rydym yn gobeithio cwblhau'r gwaith hwn erbyn diwedd 2021-22. Rydym yn anelu drwy ein gwaith i esbonio'r rhaglen ddiwygio (a diwygiadau eraill sy'n hanfodol i'w llwyddiant), archwilio'r cynnydd hyd yma, yn ogystal â'r gwaith pellach sydd ei angen cyn i'r gweithredu ddechrau, ac archwilio risgiau i weithredu'r rhaglen yn llwyddiannus cyn mis Medi 2022.

In November 2020, we published a follow up report on covering teachers' absence. We had previously reported on this topic in 2013. Our 2020 report recognised that the Welsh Government has taken action to support supply staff, tackle the root causes of teacher absence from the classroom, improve the management of absence and address some key concerns about agency contracts. However, we reported that gaps in data mean that it is still difficult to say whether some of these actions are having the intended effects.

The report touched on issues around the impact of the COVID-19 pandemic on supply teachers working for agencies but noted the longer-term impact of the disruption on the supply workforce and agencies remained to be seen. We emphasised that the Welsh Government needed to consider whether there were enough temporary workers available to help manage the COVID-19 response alongside preparations for the new curriculum, particularly where there are already known shortages.

We made recommendations around ensuring the quality and sufficiency of supply teachers in schools, including training and support ahead of the introduction of the new curriculum from 2022. We also made recommendations around the national framework contract for agency staff. Responding to our recommendations in May 2021, the Welsh Government emphasised that improving the quality and sufficiency of the education workforce and ensuring the National Procurement Service's supply agency framework meets the needs of both schools and supply teachers are key issues for the Welsh Government. The Welsh Government also said that, since our report, there had been discussions with employers and trade unions on supply teaching issues, with commitments from stakeholders to support and strengthen the NPS Framework. We note that the new Programme for Government 2021-2026 includes a commitment to 'develop a sustainable model for supply teaching that has fair work at its heart'.

Over the next four to six weeks we are publishing a series of 'Picture of Public Services' outputs. These will include a short commentary, 'A Picture of Schools'. Alongside commentary on strategy, funding, performance, demand and capacity, we will highlight three key issues for schools from our perspective: managing the impact of COVID-19 and supporting education recovery; following through the reform programme; and addressing workforce challenges, including for Welsh-medium education.

We will also touch in our Picture of Schools report on the 21st century schools and education programme, referencing our previous report on this topic in May 2017. Our report made some recommendations including more standardisation across the projects to achieve value for money. Since we reported, the Welsh Government has started Band B, which includes a stream of projects funded through the Mutual Investment Model of private financing. We will be giving some further consideration to the potential for follow-up work in this area as we plan our work programme for 2022-23 and beyond.

Finally, we are currently progressing work to examine in more detail the Welsh Government's planning for implementation of the new curriculum for Wales. We hope to complete this work by the end of 2021-22. We are aiming through our work

to explain the reform programme (and other reforms crucial to its success), examine progress to date, as well as the further work required before implementation begins, and explore risks to the successful implementation of the programme ahead of September 2022.

Thema 2: Addysg bellach ac addysg uwch | Theme 2: Further and higher education

Ar ddiwedd mis Awst 2021, gwnaethom gyhoeddi adroddiad ar gyllid myfyrwyr sy'n esbonio sut mae'r system cyllid myfyrwyr yn gweithio i fyfyrwyr o Gymru ac yn ystyried sut mae Llywodraeth Cymru yn goruchwylio'r system. Mae'r symiau cyffredinol dan sylw a'r angen i ragweld ad-daliadau benthyciadau yn golygu bod cyllid myfyrwyr yn nodwedd bwysig yng nghyfrifon blynyddol Llywodraeth Cymru. Er i ni adrodd bod rheolaeth llywodraeth Cymru o ddydd i ddydd ar gyllid myfyrwyr yn effeithiol, gwnaethom dynnu sylw at yr angen iddo gryfhau ei gwaith craffu ar berfformiad y Cwmni Benthyciadau i Fyfyrwyr a gwerth cyffredinol am arian y gwasanaethau y mae'n eu darparu, gan sicrhau bod anghenion a phrofiadau myfyrwyr o Gymru wrth wraidd ei benderfyniadau.

Nid yr Archwilydd Cyffredinol yw archwilydd allanol cyfrifon sefydliadau AB/AU. Fodd bynnag, mae ei bwerau arholi ehangach yn dal i fod yn sail ar gyfer adrodd ar faterion sy'n ymwneud â chyflawni polisi Llywodraeth Cymru drwy'r sectorau a'r defnydd o arian cyhoeddus.

Ym mis Chwefror 2017, cyhoeddwyd adroddiad gennym yn edrych ar oruchwyliaeth Llywodraeth Cymru o gyllid a darpariaeth colegau addysg bellach. Mae materion amrywiol a godwyd yn yr adroddiad hwnnw yn parhau i fod yn berthnasol heddiw. Bydd 'Darlun o Wasanaethau Cyhoeddus' o’r pecyn o adroddiadau yr ydym yn eu cyhoeddi dros yr wythnosau nesaf yn cynnwys 'Darlun o Addysg Uwch ac Addysg Bellach'. Gan ymdrin â themâu tebyg i'n hadroddiad Darlun o Ysgolion, byddwn yn tynnu sylw fel materion allweddol at y pwysau ariannol sy'n deillio o COVID-19 a phensiynau. Byddwn hefyd yn nodi rhai o'r heriau sy'n deillio o ganlyniadau parhaus Brexit, o ran niferoedd myfyrwyr, disodli cyllid yr UE, a chynnal cydweithio a chyfnewidiadau. Byddwn hefyd yn tynnu sylw at gyfleoedd a heriau i reoli'r rhaglen ddiwygio addysg ôl-16, gan gynnwys unrhyw ddatblygiadau pellach yn dilyn y Bil Addysg Drydyddol ac Ymchwil Drafft.

At the end of August 2021, we published a report on student finances which explains how the system of student finances works for Welsh students and considers how the

Welsh Government oversees the system. The overall sums involved and the need to forecast loan repayments mean that student finances are an important feature in the Welsh Government's annual accounts. Although we reported that the Welsh Government's day to day management of student finances is effective, we highlighted the need for it to strengthen its scrutiny of the performance of the Student Loans Company and the overall value for money of the services it provides, ensuring that the needs and experiences of Welsh students are at the heart of its decision-making.

The Auditor General is not the external auditor of FE/HE institutions' accounts. However, his wider examination powers still provide a basis on which to report on matters relating to delivery of Welsh Government policy through the sectors and the use of public funding.

In February 2017, we published a report looking at the Welsh Government's oversight of further education colleges' finances and delivery. Various issues raised in that report remain relevant today. The 'Picture of Public Services' package of reports that we are publishing over the coming weeks will include 'A Picture of Higher and Further Education'. Covering similar themes to our Picture of Schools report, we will highlight as key issues the financial pressures arising from COVID-19 and pensions. We will also note some of the challenges from the ongoing consequences of Brexit, around student numbers, replacing EU funding, and sustaining collaboration and exchanges. We will also highlight opportunities and challenges to manage around the reform programme of post-16 education, including in terms of any further developments following the Draft Tertiary Education and Research Bill.

Thema 3: Iechyd a lles, gan gynnwys gofal cymdeithasol (i'r graddau y maent yn ymwneud â phlant a phobl ifanc) | Theme 3: Health and well-being, including social care (as they relate to children and young people)

Ym mis Medi 2019, cyhoeddwyd pecyn o ddeunydd o dan y thema 'Lles Pobl Ifanc'. Roedd y gwaith hwnnw'n cynnwys rhai sylwadau annibynnol byr ar 'rieni ifanc', 'gofalwyr ifanc' ac 'iechyd meddwl'. Os bydd y Pwyllgor yn nodi blaenoriaethau yn y meysydd hyn, efallai y bydd allbynnau'r gwaith hwn yn ddefnyddiol ar gyfer rhywfaint o gyd-destun cefndir. Ochr yn ochr â'r adroddiadau, gwnaethom hefyd gyhoeddi offeryn data ategol.

Mae pob un o'n hadroddiadau yn nodi cyfleoedd i wella ymagwedd Llywodraeth Cymru. Gallai unrhyw waith craffu ar y pynciau hyn yn y dyfodol roi cyfle i ystyried cynnydd yn erbyn y materion hynny.

Rydym hefyd yn ymwybodol o'r gwaith ymchwilio a wnaed gan y Pwyllgor Cyfrifon Cyhoeddus yn y pumed Senedd ar blant a phobl ifanc â phrofiad o ofal. Yna cafwyd Adroddiad Trosolwg Cenedlaethol Arolygiaeth Gofal Cymru ynglŷn â phlant a phobl ifanc â phrofiad o ofal yn 2019. Mae'n ymddangos yn glir bod llawer o'r heriau a nodwyd yn y corff gwaith blaenorol hwnnw'n parhau. Nodwn fod Llywodraeth Cymru wedi ymrwymo yn ei Rhaglen Lywodraethu 2021-2026 i ddau gam gweithredu cysylltiedig, a gallai fod angen craffu ymhellach ar eu manylion: 'Archwilio diwygio gwasanaethau cyfredol yn radical ar gyfer plant sy'n derbyn gofal a'r rhai sy'n gadael gofal', a 'Dileu elw preifat o ofal plant sy'n derbyn gofal yn ystod tymor nesaf y Senedd'.

Bydd ein pecyn o allbynnau Darlun o Wasanaethau Cyhoeddus (gweler uchod) yn cynnwys 'Darlun o Ofal Cymdeithasol'. Byddwn yn disgrifio yn yr adroddiad hwnnw rai o'r tueddiadau ariannol a thueddiadau eraill mewn gofal cymdeithasol i blant a theuluoedd.

In September 2019, we published a package of material under the theme 'The Well-being of Young People'. That work included some short stand-alone commentaries on 'young parents', 'young carers' and 'mental health'. Should the Committee identify priorities in these areas then it may find the outputs from this work helpful for some background context. Alongside the reports we also published a supporting data-tool.

Each of our reports set out opportunities for improvement in the Welsh Government's approach. Any future scrutiny of these topics could provide an opportunity to consider progress against those issues.

We are also aware of the body of inquiry work undertaken by the Public Accounts Committee in the fifth Senedd on care experienced children and young people. There then followed a Care Inspectorate Wales National Overview Report in relation to care experienced children and young people in 2019. It seems clear that many of the challenges identified in that previous body of work remain. We note that the Welsh Government has committed in its Programme for Government 2021-2026 to two related actions, the details of which may merit further scrutiny: 'Explore radical reform of current services for looked after children and care leavers', and 'Eliminate private profit from the care of looked after children during the next Senedd term'. Our package of Picture of Public Services outputs (see above) will include 'A Picture of Social Care'. We will describe in that report some of the financial and other trends in social care for children and families.

Roedd y pecyn o ddeunydd a gyhoeddwyd gennym ym mis Medi 2019 ar Les Pobl Ifanc (y cyfeirir ato uchod) hefyd yn cynnwys sylwebaeth ar 'sgiliau a chyflogadwyedd' ac ar 'ddigartrefedd ieuenctid'. Unwaith eto, nododd y ddau adroddiad hyn rai cyfleoedd allweddol ar gyfer gwella yr oeddem wedi'u nodi o'n gwaith ac a allai ddarparu cyd-destun ar gyfer craffu ar y pynciau hynny yn y dyfodol. Roedd ein offeryn data yn cynnwys gwybodaeth am y ddwy thema hyn ochr yn ochr â'r meysydd eraill a grybwyllir uchod. Roedd hefyd yn cynnwys rhywfaint o ddata o'r amser ar brosiectau gwaith ieuenctid, achredu, ffynonellau incwm, gwariant a'r gweithlu.

Ochr yn ochr â'r pum sylwebaeth thematig, gwnaethom hefyd gyhoeddi adroddiad cryno ar les pobl ifanc. Gwnaethom dynnu ynghyd yn yr adroddiad hwnnw rai themâu cyffredin a ddaeth i'r amlwg o'n gwaith, gan annog Llywodraeth Cymru i fod yn:

- Chwilfrydig – darganfod mwy am yr hyn sy'n bwysig i bobl ifanc a'u profiadau, pa gymorth sydd ar gael a faint o wahaniaeth y mae'n ei wneud.
- Pwrpasol – cyfleu pwrpas clir ar gyfer gwasanaethau cyhoeddus sy'n ysbrydoli ac yn grymuso pobl i gydweithio i wella lles pobl ifanc.
- Dewr – annog arbrofi, cymryd risgiau a reolir yn dda a dathlu llwyddiant.

Fe wnaethom gynnwys ein gwaith Lles Pobl Ifanc yn ein rhaglen ar ôl ymrwymo i weithio gyda sefydliadau eraill i archwilio thema gyffredin ieuenctid. Adroddodd Estyn ar wasanaethau cymorth ieuenctid ym mis Gorffennaf 2018 a chyhoeddodd Arolygiaeth Gofal Iechyd Cymru adolygiad o wasanaethau gofal iechyd i bobl ifanc ym mis Mawrth 2019. Fel y nodwyd uchod, adroddodd Arolygiaeth Gofal Cymru ym mis Mawrth 2019 ar blant a phobl ifanc â phrofiad o ofal. Rydym yn ymwybodol bod Estyn wedi adrodd ers hynny ym mis Hydref 2020 ar werth hyfforddiant gwaith ieuenctid ac rydym hefyd yn ymwybodol, ymhlith datblygiadau ehangach eraill, o waith diweddar y Bwrdd Gwaith Ieuenctid Dros Dro cenedlaethol.

Hefyd yn ystod hydref 2019, gwnaethom gyhoeddi adroddiad yn edrych ar ddull Llywodraeth Cymru o weithredu Deddf Llesiant Cenedlaethau'r Dyfodol. Cafodd yr adroddiad ei lywio gan waith maes a oedd yn ystyried sut yr oedd Llywodraeth Cymru yn cymhwyso'r egwyddor datblygu cynaliadwy (drwy'r pum ffordd o weithio) mewn tri maes polisi gwahanol. Roedd dau o'r tri maes hyn ar brentisiaethau ac ar y cynnig gofal plant i Gymru. Nodwyd rhai cryfderau gennym ond hefyd cyfleoedd i wella yn gysylltiedig â phob un o'r ffyrdd o weithio.

The package of material that we published in September 2019 on The Well-being of Young People (referenced above) also included commentaries on 'skills and

employability' and on 'youth homelessness'. Again, both of these reports picked out some key opportunities for improvement that we had identified from our work and that could provide context for any future scrutiny of those topics. Our data tool included information on these two themes alongside the other areas mentioned above. It also included some data from the time on youth work projects, accreditation, income sources, spending and workforce.

Alongside the five thematic commentaries, we also published a summary report on the well-being of young people. We drew together in that report some common themes that had emerged from our work, encouraging the Welsh Government to be:

- Curious – finding out more about what matters to young people and their experiences, what support is available and how much of a difference it is making.
- Purposeful – communicating a clear purpose for public services that inspires and empowers people to work together to improve the well-being of young people.
- Brave – encouraging experimentation, taking well-managed risks and celebrating success.

We included our Well-being of Young People work in our programme having committed to working with other organisations to examine a common theme of youth. Estyn reported on youth support services in July 2018 and Healthcare Inspectorate Wales published a review of healthcare services for young people in March 2019. As noted above, Care Inspectorate Wales reported in March 2019 on care experienced children and young people. We are aware that Estyn has since reported in October 2020 on the value of youth work training and are also aware, among other wider developments, of the recent work of the national Interim Youth Work Board.

Also in autumn 2019, we published a report looking at the Welsh Government's implementation of the Well-being of Future Generations Act. The report was informed by fieldwork that considered how the Welsh Government was applying the sustainable development principle (through the five ways of working) in three different policy areas. Two of these three areas were on apprenticeships and on the childcare offer for Wales. We identified some strengths but also opportunities for improvement in respect of each of the ways of working.