

Education and Lifelong Learning Committee

Date: 21 September 2005
Time: 9.00am
Title : Minister's Report

This report updates the Committee on specific issues raised by members and on issues of current interest. **Annex A** sets out major engagements since the last report

1. Independent Investigation Service

The Children's Commissioner in his Clywch Inquiry report into allegations of sexual abuse in a school setting, published in June 2004, made a number of recommendations as to how such allegations should be dealt with by school governing bodies in the future. One of the recommendations (21.8 i & ii) was that local authorities take on the investigative role in cases involving the allegation of child abuse. The Commissioner's recommendations were discussed between the Assembly Government and key parties including the WLGA, Governors Wales and unions representing key staff in September 2004 and March 2005. The Assembly Government's final response to the Clywch report, published in April 2005, took account of these discussions.

The Welsh Assembly Government recognises that there have been difficulties sometimes in ensuring the proper conduct of investigations into child abuse allegations by school governing bodies under their staff disciplinary procedures, including occasions where the governing body has asked the LEA to arrange or conduct an inquiry on its behalf.

I am also aware from complaints cases that have been referred to me for consideration that members of the staff disciplinary and disciplinary appeals committees do not always have the necessary expertise to analyse and properly consider evidence produced by the statutory authorities and at the disciplinary hearing when making judgements and taking decisions.

Accordingly in responding to the report recommendation, the Assembly Government submitted two proposals:

- to set up and fund an independent service to carry out investigations on behalf of school governing bodies into allegations of child abuse against staff for those cases not dealt with under Area Child Protection Arrangements or where a prosecution does not proceed or fails; and
- the staff disciplinary and disciplinary appeals committee should appoint an independent, non governor member with voting rights to sit on both committees.

The Draft Staffing of Maintained Schools (Wales) Regulations 2006

On 29 July 2005 I issued the draft *Staffing of Maintained Schools (Wales) Regulations 2006* for consultation to school governing bodies, LEAs, the teacher unions, diocesan authorities and voluntary aided and foundation schools and local and national education bodies. The consultation period ends on 28 October 2005.

The draft regulations are being made under Section 35, 36 and 37 of the Education Act 2002 which will replace provisions currently contained in Schedules 16 and 17 of the School Standards and Framework Act 1998. The new regulations are due to come into force at the end of March 2006. They include provisions covering the Clywch recommendation proposals mentioned previously.

Regulation 7(3) of the draft Staffing Regulations 2005 would require a governing body staff disciplinary committee to appoint an independent person to carry out investigation in the case of allegations relating to child protection against a member of staff. It is proposed that the service would be funded by the Welsh Assembly Government subject to the required resources being made available.

Regulation 8 amends regulation 55 of the proposed Government of Maintained Schools (Wales) Regulations concerning the membership of the staff disciplinary and disciplinary appeals committee, to the effect that where allegations of child protection are being considered the governing body must appoint an independent non governor member with voting rights to both committees.

I am still considering the details of how an Assembly funded independent investigator service would operate, but it would likely involve:

- the appointment of a number of individuals to carry out investigations in assigned local authority areas on a 'consortia basis';
- payment on a daily rate basis for work carried out; and
- management of the service on behalf of the Assembly Government by another organisation but with accountability to the Assembly Government.

It is expected that governing bodies would be able to choose which inspector to appoint, but if they do not choose an inspector from within the pool set up by the Assembly, the governing body would have to pay for the inspector from within their delegated budget.

The consultation on the draft regulations also seeks views on these proposals including what expertise and training an independent investigator should have, including experience of school life, training in child protection matters and employment law, and investigation skills including interviewing children. I also intend to revise the guidance contained in Circular 45/2004 *'Staff Disciplinary Procedures in Schools'* to define what is meant by child protection and to cover the issue of the qualifications and experience the

investigator should have and the independence of the investigator. The guidance will also cover the independence and expertise required of the independent, non governor member of the staff disciplinary and disciplinary appeals committees.

2. Welsh Medium Provision in Higher Education

Reaching Higher set a challenging target for increasing the proportion of students undertaking studies at HE through the medium of Welsh. HEFCW reported to the Committee on measures to date in April and June this year. Following consideration by the Funding Council's Reconfiguration and Collaboration Panel of a Wales wide proposal led by the University of Wales, I approved funding for further measures of support in early recess. These measures are aimed at supporting both supply and demand. They are integral parts of the strategy for Welsh medium provision in the higher education sector as developed by the National Steering Group chaired by Andrew Green, Librarian, National Library of Wales.

The proposals have been developed and submitted by the University of Wales on behalf of the HE sector and funded through the fund for reconfiguration and collaboration in the HE sector. The activities are intended to support the Welsh Assembly Government's Reaching Higher target of 7% of students undertaking some element of their course through the medium of Welsh by 2010 through measures to increase and support teaching capacity, provide additional material through the medium of Welsh and ensure successful marketing of the opportunities for accessing Welsh medium provision in HE.

The proposals include:

- supporting the creation of a Welsh Medium Development Centre. This builds on the existing Welsh Medium Teaching Unit and will support the continuing development of Welsh medium provision collaboratively across the HE Sector in Wales. Working with institutions, the Centre will undertake wide ranging marketing activities as well as work to widen access and progression through the medium of Welsh. It will take forward work to improve the staff capacity through training programmes for new and existing staff and induction and accelerated training for new staff and develop learning and teaching activities and disseminate best practice. These elements are essential for the short and medium term growth in provision.
- taking forward the options appraisal of different models to ensure the long term sustainability of Welsh medium provision in higher education.
- a study by HEFCW into the costs associated with Welsh Medium Provision in the sector including the effects of critical mass and economies of scale on such costs.

This announcement commits almost £1m over 3 years. It builds on my announcement in November last year of funding of £2.9m for Fellowships and Teaching Scholarships. It is another step towards meeting the challenging targets set out in Reaching Higher and for achieving our vision of Wales set

out in Iaith Pawb. Taken together, these announcements mean almost £4m additional funding to develop Welsh Medium Provision in Higher Education.

3. ACCAC and ELWa Merger, Progress Report

Following the Permanent Secretary's announcement of senior Departmental Structures on 21 June 2005, the draft structures below divisional level for the new department (except for Legal Services and Communications, Marketing and Branding) were issued for an eight week consultation with staff on 7 July. The consultation period ended on 2 September and the responses have been considered by the Steering Group and the joint senior teams of the three organisations. It is expected to publish final structures in week commencing 3 October.

Senior structures for Legal Services and Communications, Marketing and Branding were published on 7 July.

The consultation on legislation required to effect the merger finished on 15 July and Policy divisions and lawyers have been finalising the drafts throughout the summer period. ELL Committee will be considering the draft Orders today.

Over the summer work has continued to determine detailed arrangements for the next phase of the project. This will need to encompass the staff training required to ensure that the new department will be fully operational from 1 April 2006. Further details of this next phase will be announced shortly.

4. Clywch – Counselling

Clywch Inquiry Recommendation on Counselling

This note gives an update on the Assembly Government's work to date and plans to take forward recommendation 21.29 of the Clywch inquiry for the Assembly Government to devise a national strategy for the provision of an independent children's counselling service in education.

Work has already begun on collecting information from children and young people on their views on what they would like to see from a counselling service. Earlier this year the Assembly Government provided funding to all Children and Young People's Framework Partnerships to undertake consultation with children and young people on the handling of complaints, the provision of support for children and young people making complaints and the provision of counselling services in educational settings.

The results of all authorities' consultations will shortly be available in a report undertaken by Red Kite Consultancy on behalf of the Assembly Government. 18 authorities took part and gathered views from around 1,500 pupils. The main findings on the specific area of counselling were as follows:

- Most pupils thought that it was a good idea to have a school counsellor
- They liked the idea of someone independent who they could speak to in confidence
- There were reservations about talking to someone that they didn't know
- Younger pupils in particular were concerned about being safe
- Many pupils were concerned about others knowing that you had seen a counsellor – one suggestion was for all pupils to visit a counsellor
- Pupils felt that teachers didn't have enough time to listen to pupils
- Mixed views on the effectiveness of current counselling
- Having a choice of male or female counsellor would be preferable
- A large proportion of pupils when asked who they would talk to if they had a problem mentioned teachers – few mentioned a counsellor
- Pupils would be less likely to talk to a teacher if the problem was embarrassing.

The results from the consultation will form part of a wider information gathering and scoping exercise that is currently underway. This will involve working with partners who are currently working in the area of counselling to identify current good practice and issues that need to be addressed in devising a national strategy. This will include looking at aspects such as:

What exactly do we mean by counselling?

How much of this needs to be provided by fully qualified trainers as opposed to those with listening skills?

What are the training implications for those providing pastoral care in schools?

What are the links to advocacy and other support arrangements?

What should the balance be between specialist support for those with greater need as opposed to more general provision?

Should provision be community based or school based?

How independent from schools does the provision need to be?

What is currently already being provided and what is effective?
Roles and responsibilities of all stakeholders.

Costs and resources.

An early draft of the strategy will be presented to the ELL Committee later in the autumn. It is likely that the strategy will initially be implemented on a pilot basis and funding of £200K has been set aside for 2006-07 to begin this process.

5. Food and Fitness Action Plan for Children and Young People

As a result of the work of the Food and Fitness Task Group for Children and Young People, and discussion in Cabinet Sub-Committee on Children and Young People in April and by Cabinet on May 16th, an action plan has been issued for consultation.

The plan has issued in two versions, the adult version in July, and a children and young people's version on 1st September. Consultation continues until October 31st.

The action plan has 7 key recommendations for action within both schools and the community, as well as action related to training and to evaluation and dissemination. The recommendations are:

In schools:

- Extend the Welsh Network of Healthy School Schemes
- Improve the food and drink consumed throughout the school day;
- Provide high quality PE, health related exercise and practical cookery skills.

In the community:

- Provide an environment that will encourage children and young people to access opportunities for physical activity and healthier foods;
- Develop skills to enable children and young people to take part in physical activity and prepare healthier foods.

And also to:

- Develop and deliver training on food & fitness for those working with children and young people.

And

- Ensure that actions are evidence-based, or innovative with evaluation and that findings are shared.

The plan can be accessed via the following links:

<http://www.cmo.wales.gov.uk/content/work/food-and-fitness/index-e.htm> /
<http://www.cmo.cymru.gov.uk/content/work/food-and-fitness/index-w.htm>

for the adult version, and

<http://www.cmo.wales.gov.uk/content/publications/consultations/index-e.htm> /
<http://www.cmo.cymru.gov.uk/content/publications/consultations/index-w.htm>

for the children and young people's version

6. Iaith Pawb and Welsh Language Scheme Annual Report 2004-05

Members will know that my colleague, Alun Pugh, presented the Iaith Pawb and Welsh Language Scheme Annual Report for 2004-5 in the Plenary debate on 5 July. Part 1 of the report which covers Iaith Pawb is attached at Annex B and shows that the good progress made in 2003-4 has continued in 2004-5. The full report can be found at

English:

<http://www.wales.gov.uk/subculture/content/report/annualreport-2004-05-e.pdf>

Welsh:

<http://www.cymru.gov.uk/subculture/content/report/annualreport-2004-05-w.pdf>

However, sometimes it is not possible to link directly from a word document to a PDF document, so here are links to the Welsh language policy pages on the internet which include the links to the Annual Report:

English: http://www.wales.gov.uk/subculture/content/wellang_e.htm

Welsh: http://www.cymru.gov.uk/subculture/content/wellang_w.htm

There are several examples of Iaith Pawb's positive impact with regard to education - section 1.5 of the report contains details of the 20 or so Iaith Pawb projects from the ELL portfolio.

7. Evaluation of the Free School Breakfast Initiative

Cardiff Institute for Society, Health and Ethics has been commissioned to undertake the evaluation of the Primary School Free Breakfast initiative. The first stage of the work was looking at the 46 schools that started providing breakfast during the autumn term 2004 to identify any immediate feedback and areas for improvement before rolling the initiative out further.

The work was carried out both with schools and the local authority co-ordinators in the 9 local authorities involved in the first phase. English and Welsh copies of the report in covering the first stage of the evaluation work are attached at **Annexes C and D**.

The feedback we have received, both through this report and directly from those participating in the initiative, has helped to identify areas where further consideration is needed.

8. Differences in LEA Per Pupil Spend in Wales

The Assembly Government wishes to have a better understanding of the reasons for the variations in per pupil level funding between LEAs in Wales. Latest available figures – based on LEA budgets set for 2005-06 – show that average gross per pupil expenditure stands at £4,291. The figure for individual LEAs ranges from £4,963 in Ceredigion to £3,947 in the Vale of Glamorgan.

In part such differences can arise from authorities' budget decisions in respect of individual services but there are some specific factors which have a bearing such as the higher cost of school transport and the greater proportion of small schools in rural authorities.

In consultation with the Welsh Local Government Association, I have commissioned the Wales Audit Office to undertake a systematic analysis of the variations in LEA per pupil level spend.

The Terms of Reference for the work are at **Annex E**. The analysis will be conducted in two phases, and is expected to be completed in December 2005. I will share the results with the Committee, the WLGA and others. It will form an evidence base for any wider consideration of issues relating to the funding of schools.

9. Improving HE Applications

The Committee will wish to be aware of a consultation on changes to higher education applications from 2008 including options to introduce a full post-qualification application (PQA) system in the longer term. The consultation is part of the work undertaken by Sir Alan Wilson on behalf of the Secretary of State for Education and Skills and involving the devolved administrations to look at introducing PQA in response to the recommendations from Professor Steven Schwartz in last year's independent review of fair admissions. The consultation is being conducted on a UK-wide basis. It will of course be for each country of the UK to decide what arrangements to put in place in light of the responses. The intention behind the proposals is to make the system fairer for applicants, through better matching of students' aspirations with places, and pave the way to any future PQA-type system.

The key elements that the consultation is seeking views on are proposals to be introduced by the academic year 2008/09.

- improved information *for* students: leading to better informed and more realistic choices due to students having a clearer understanding of HE Institutions' individual entry requirements and admissions policies;

- improved information *about* students – leading to fairer selection: predicted exam results no longer playing any part in the admissions process because less than half of predicted grades are accurate;
- improving the applications process:
- reducing the number of initial applications students make and extending the amount of time available to make them to increase the quality and focus of applications
- strengthening the existing facility for students to make additional applications if they fail to gain a conditional offer with their initial applications
- introducing a confirmation and new application round to allow those students who achieve better than expected exam results to change their applications
- introducing greater fairness into the Clearing process by operating a series of consecutive application rounds

The consultation paper then presents two potential options for introducing a PQA-type system in the longer term. The consultation is being run in the main electronically and electronic versions will have been sent to Committee members but some hard copies of the consultation will be provided to the Committee Secretariat for ease of reference.

10. Professional Development Framework for Teachers

On 10 August I met the Chairman and Chief Executive of the General Teaching Council for Wales (GTCW) to discuss the Council's advice which it had recently submitted to the Welsh Assembly Government in relation to the development of a Professional Development Framework for teachers in Wales.

A copy of the advice document has been made available to committee member in advance of the meeting
<http://www.gtcw.org.uk/pdf/english/Framework%20advice%20to%20Assembly%20July%202005.pdf>

Members will recall that the Council gave a presentation to this Committee on 8 June which provided an opportunity for members to hear first hand from the Council the principle behind the Framework and the key consultation proposals. In developing its advice to the Assembly Government, the Council tried to reflect comments made at the June meeting particularly in respect of the relationship that the Framework has to pay and how CPD can sit alongside what happens through the STRB's role in pay and conditions.

Since April 2003 the Council has taken lead in developing the Framework and has worked closely with representatives from the teaching profession, teacher

unions, LEAs and other partners to take the issues forward. I am very grateful to the Council for the work it has done so far and for bringing forward to the Assembly such an important piece of advice.

I see the development of the Framework as an important step in recognising the different stages and expectations of a teacher's career and how these relate to professional standards and professional development. It will also provide a means of providing a focus and direction to teacher's current development activities and opportunities.

I am therefore pleased to be able to report today that when I met the Council on 10 August I accepted in principle the Council's advice and gave my agreement for the Council to continue its work to develop the Framework further in consultation with the profession. The next stage will focus on Strand 2 of the Framework and will look at the professional development activities that a teacher must or might undertake relative to each milestone and how teachers might gain professional and/or academic recognition or accreditation will keep members informed of progress as the Framework develops.

Minister's Engagements 30th June-20 September

30th June

SPCH- Sustainable Health Action Research Programme dissemination event, The Cliff Hotel, Cardigan

Visit to Ysgol Gyfun Ddwyieithog y Preseli, Pembrokeshire

Visit to St Dogmael's School, Cardigan

1st July

MTG with Pam Davies (TGWU) to discuss School transport, NafW

SPCH- Award Ceremony at Grangetown Nursery School, Cardiff

4th July

MTG with Welsh Language Board, NafW

MTG- with Mal Davies and Gary Brace, General Teaching Council for Wales, NafW

MTG with University of Wales, NafW

MTG - Review with teachers in their first year of early professional development, NafW

SPCH- Launch of ELWa Action Plan for Improving Management and Leadership in Wales, Novotel Hotel, Cardiff Bay, Cardiff.

6th July

Visit Opening of Caerau Nursery School Garden Project, Ely, Cardiff

SPCH - UWIC/UWN Partnership Conference, University of Wales Institute, Cardiff,

Visit to Albert Primary School European Week, Albert Primary School, Penarth

MTG- with Wales Independent Schools Council, NafW

7th July

SPCH- Wales and the World Education for Global Citizenship in Schools Conference, Ysgol Dinas Bran, Llangollen

SPCH- Opening of Ysgol Clywedog, Wrexham

Visit to Conwy social inclusion Unit, Education Centre Maes-y-Llan, Conwy

Visit to Conwy social inclusion Unit, Douglas Road Education Centre, Colwyn Bay

Visit to Abermorddu Primary school, Abermorddu, Flintshire

8th July

MTG - Principal Youth Officers, Broneirion, Llandinam, Powys

11th July

Bilateral MTG with Wales Office, NafW

SPCH- EALAW Conference, All Nations Centre, Cardiff

Visit to Eglwys Wen Primary School to Present Basic Skills Quality Mark Award, Whitchurch, Cardiff

SPCH- NPQH Awards Ceremony, St. Mellons Country Club, Cardiff

MTG- Royal College of Speech & Language Therapists, NafW

SPCH- Award ceremony for the Healthy School Scheme in Rhondda Cynon Taff, Heritage Park Hotel, Trehafod

12th July

MTG- with WLGA, NafW

13th July

SPCH- launch of Wales Occupational Segregation Research Report, Novotel Hotel, Cardiff Bay, Cardiff.

SPCH- Launch of Sector Skills Agreements in Wales, St David's Hotel, Cardiff Bay

14th July

SPCH- Opening of Integrated Children's Centre, Christchurch County Primary School, Rhyl

Visit to Project 11 Pupil Referral Unit to present progress files, Rhyl Town Hall, Rhyl

Visit Opening Middle Lane ICT Centre Garden Project, Denbigh

VISIT to NEWI, Plas Coch Campus, Mold Road, Wrexham

Cabinet Open Mic Event, Newtown High School, Newtown

15th July

Funky Dragon AGM, Assembly Chamber, NAFW

SPCH - Funky Dragon Awards Ceremony, Jury's Hotel, Cardiff

18th July

MTG with Tourism Training Forum for Wales, NAFW

Award evening, Coed Y Lan Comprehensive School

19th July

MTG with Hywel Jones Mudiad Ysgolion Meithrin, NAFW

Visit to Ysgol Cymraeg Coed Y Gof, Pentrebane, Cardiff to present BSA Quality Mark and excellent inspection report

MTG Wales Employment Advisory Panel, Hilton Hotel, Cardiff

MTG with Higher Education Trade Union Forum, NAFW

Launch of Caring for Learning Partnership Project Launch, Treganna Hotel, Park Terrace, Merthyr

Launch of Modern Foreign Languages DVD, Twynrodyn Community School, Merthyr

Presentation of Record of Achievement to Maes Dyfan School, Maes Dyfan School, Gibbonsdown Rise, Barry

20th July

VISIT - University of Wales, Aberystwyth

21st July

MTG with Young Libyans, NAFW

3rd August

MTG with Creative and Cultural Skills Wales, NAFW

Visit St Helen's Primary School, Swansea

Visit Bishopston Playscheme, Bishopston Primary School, Bishopton Road, Bishopston Swansea

Visit to Penlan Adventure Playground, Land Adjoining Ysgol Bryn Tawe, Rear of the Leisure Centre, off Hoel Gwryosydd, Penlan Swansea

SPCH - National Eisteddfodd Learner of the Year Awards Ceremony at Nant Gwrtheyrn, Pwllheli, Gwynedd

4th August (Eisteddfod)

Launch of National Autistic Society Cymru's Undiscovered Workforce Campaign, National Eisteddfod, Faenol Estate. nr Bangor. Gwynedd

Launch of Oxfam Cymru and ACCAC, Welsh-language education resources booklets National Eisteddfod, Faenol Estate. nr Bangor. Gwynedd

Launch of research report into equality and modern apprenticeship in Wales

Launch of Ladders Project, to increase participation of under represented groups in Higher Education, Y Galeri, Caernarfon

Launch of Mencap Art Competition, National Eisteddfod, Faenol Estate. nr Bangor, Gwynedd

Visit to Royal Commission on the Ancient and Historical Monuments of Wales Stand National Eisteddfod, Faenol Estate, nr Bangor, Gwynedd

10th August

MTG with GTCW NafW

11th August

Visit to Playscheme, Ely Play Centre at the top of Archer Road, Ely, Cardiff,

Visit to Playscheme and Caeran Youth Centre, Ilan Community Centre, Poet's Close, Rhydyfelin,

1st September

Opening of Mudiad Ysgolion Meithrin new Integrated Centre, Boulevard St Brieuc, Aberystwyth

6th September

MTG with Menna Richards University of Wales College of Drama, Cutting Edge Discovery House, Scott Harbour, Cardiff Bay, Cardiff

MTG with Techniquest Chief Executive Peter Trevitt, NAFW

MTG with NASUWT, NafW

MTG with Chief Executive of Quality Assurance Agency, NafW

MTG with NATFHE, NafW

7th September

Address to Cardiff Breakfast Club, St David's Hotel, Stuart Street, Cardiff

MTG with UWIC Chair of Governors, NafW

Visit to the Huggard Centre, Huggard Centre, Tresillian Way, Cardiff

MTG Welsh Secondary Schools Association, NAFW

Opening of Reggio Emilia Exhibition, Fulton House, Swansea University

SPCH at Care & Childhood Studies Prizegiving Ceremony, Coleg Morgannwg
Pontrhondda Road Llwynypia Tonypany Rhondda Cynon Taff

8th September

STRB Oral Evidence Session, Office of Manpower Economics, 76 Oxford
street, London

12th September

MTG Nant Gwrtheyrn, Pwllheli, Gwynedd

Cabinet Open Mic Session, School Hall at Ysgol Friars, Lon y Bryn, Bangor

14th September

MTG with SHA Cymru, NAFW

MTG with the Association of Teachers and Lecturers, NAFW

CIS Networking Meeting, Cardiff City Hall

MTG with NAHT, NAFW

MTG with NUT, NAFW

SPCH - Annual Conference of the National Association of Advisers in English,

Holland House Hotel, Cardiff

Universities UK Annual Reception and Dinner, Novotel, London Euston

15th September

SPCH - BERA Conference, Glamorgan University, Pontypridd

SPCH: AAIA annual Conference, Moat House Hotel, Stratford Upon Avon

16th September

Meeting with Dr Heather Graham, NAFW

SPCH - Joint Council for Qualifications, Park Thistle Hotel, Park Place, Cardiff

Presentation at CSV Impetus awards, National Museum & Gallery, Cardiff

SPCH to Media for Schools Awards, BBC Studios, Llandaff

MTG with Cllr John Davies, WLGA, NAFW

17th September

Prize giving at Wales GB Rally, Wales GB Rally HQ Felindre Swansea

19th September

MTG - Sheila Drury, ELWa, NAFW

SPCH University of Glamorgan Welsh for Adults award ceremony, Pontypridd

Annex B

PART 1: Iaith Pawb Annual Report

1.1 Introduction

Part 1 of the Report focuses on the progress made with over 60 action points set out in Iaith Pawb. The first section provides a general overview of progress and the highlights of 2004-05. This is followed by an account of each Iaith Pawb action point structured into 3 parts: political and strategic role, community, and individual rights.

1.2 Overview of Iaith Pawb Progress

2004-05 has seen a continuation of the good progress made in the first year of the implementation of Iaith Pawb. We have seen developments in the mainstreaming of the Welsh language agenda, as well as in the specific projects listed in Iaith Pawb. The following are highlights:

- Welsh will appear on all UK Passports from 2006 onwards.
- Potentia has helped create 250 jobs for Welsh speakers, including 80 in 2004-05, in 209 new business start ups.
- 42% of new taster-trading businesses created by Ffatri Fenter established by Welsh speakers.
- Cwlwm Busnes' Welsh medium speed-dating events generated new business and membership increased by 200.
- 212 Welsh medium early years' practitioners received training, already exceeding the target of 150 by 2006-07, and on course for at least 450.
- Welsh now taught to all pre-school children in English medium settings.
- A 99.7% take up by primary schools of free Welsh medium classroom materials as a result of investment of £580,000.
- £3m announced to increase the numbers of HE lecturers able to teach in Welsh.
- 19,476 registered adult Welsh learners, exceeding the target of 18,300.
- 5,500 NHS staff have undertaken the Welsh Language Awareness Training Programme since its launch in Autumn 2004.
- Welsh language interface packs for Microsoft Windows XP and Office 2003 launched.
- 16% increase in sales of Welsh language books.

1.3 Political and Strategic Role

This section of the report outlines the work undertaken in mainstreaming, the Assembly Government's Welsh Language Unit (WLU), legislative framework, the Welsh Language Board (WLB), Fforwm Iaith and developing research capacity. The main highlights are:

- Decision taken to merge WLB with the Welsh Assembly Government
- Welsh will appear on all UK Passports from 2006 onwards.
- Oaths and Affirmations as part of Citizenship Ceremonies can be taken in Welsh.
- Proposals for a Fforwm Iaith (Language Forum) were published and consulted upon.
- ASPBs produced Welsh Language Mainstreaming Strategies.
- A seminar to disseminate good practice in mainstreaming the Welsh language was held with all ASPBs.
- WLB approved 51 Welsh Language Schemes.
- WLB prepared a data strategy to develop research knowledge.

1.3.1 Mainstreaming

In 2004-05 we continued to make good progress with **mainstreaming the Welsh language**. All Divisions in the Assembly Government were required to include a section on how they would mainstream the language in their Welsh Language Action Plans. Part 2 highlights examples of mainstreaming in these plans and across portfolio areas.

The **Policy Integration Tool** which is applied to all major policies to ensure that they mainstream consideration of all cross-cutting themes includes questions on the Welsh language (see Evidence 8).

Progress was also made with regard to the commitment to **mainstream the Welsh language in ASPBs**. Remit letters for 2005-06 included a requirement for ASPBs to mainstream the language. The WLU monitored all Welsh Language Mainstreaming Strategies for 2004-05 and fed back advice and comments to sponsor divisions and ASPBs directly. We held a seminar in January 2005 attended by all ASPBs to provide overall feedback on the first year's strategies, share examples of good practice, and develop awareness and understanding of mainstreaming more generally. The WLU, Welsh Language Board and representatives from ASPBs made presentations at the seminar.

1.3.2 Welsh Language Unit (WLU)

The WLU, which was set up in 2003, continued with its work in 2004-05 with the equivalent of 6 staff working on Welsh language matters. Of these, 3 work exclusively on issues relating to implementing and monitoring Iaith Pawb and the Welsh Language Scheme, and mainstreaming the language. Work undertaken by the Iaith Pawb and Welsh Language Scheme team in 2004-05 included:

- participating in various project working groups such as Local Government Performance Indicators, the Devolution of Student Support, Citizen's Smartcard Feasibility Study, Local Government Plan Rationalisation, Pharmacy Contract, Language-Economy Group, Children and Young People, and Welsh medium provision in Special Educational Needs;
- delivering Welsh language awareness training at induction sessions for new staff and tailored sessions in a number of Divisions;
- providing advice and guidance to colleagues across the Assembly Government on a daily basis; and
- monitoring laith Pawb projects and Welsh Language Scheme compliance.

1.3.3 Legislative framework

During 2004-05 our WLU conducted an internal consultation to identify further bodies to be included in an **Order under section 6(1)(o) of the Welsh Language Act**. This Order is scheduled to be made in Autumn 2005.

The WLB approved 51 **Welsh Language Schemes** in 2004-05, reflecting an increase in staffing as a result of laith Pawb investment. The total number of Schemes approved since the passing of the Welsh Language Act is 311. The Board's Strategic Operations Team was restructured during the year and new targets have been set for 2005-06 which will significantly increase the number of schemes that will be monitored during the year.

We **liased with the UK Government** on a number of Welsh language related issues in 2004-05:

- the Home Office agreed to include Welsh on UK Passports from 2006;
- the Home Office agreed to ensure that Oaths and Affirmations taken in Welsh as part of Citizenship Ceremonies will have legal status;
- the Department of Health agreed for the reverse of the new E111 health card for travellers to be bilingual;
- the Department for Education and Skills (DfES) and the Student Loans Company (SLC) worked with us on a sub-group to develop bilingual service provision as part of the Devolution of Student Support project.

The **Devolution of Student Support Project** was set up to ensure a seamless and effective transfer of student support from the DfES to the Welsh Assembly Government, for all students ordinarily resident in Wales, from the 2006-07 academic year. The Project took an early and proactive approach to mainstreaming bilingual provision of services into the development of 'Student Finance Wales'. An Assembly Government led Task and Finish Group was formed to look specifically at Welsh language issues. The group included representatives from WLB, WLU and service deliverers and users.

In response to the Group's recommendations, 'Student Finance Wales' services will provide a bilingual contact centre, a full set of automated bilingual letters and a web-based bilingual student portal. The Project is also building quality assurance measures into the business model which will monitor the quality of bilingual services, including regular feedback from customers and delivery partners.

1.3.4 Role of the Welsh Language Board (WLB)

The main function of the WLB¹ is to promote and facilitate the use of the Welsh language. The Board's work includes offering advice and information, ensuring that public bodies provide services in Welsh and English, maintaining an overview of all aspects of Welsh language education and training and encouraging and assisting private companies and voluntary organisations to use more Welsh. The Board is funded by grant in aid from the Welsh Assembly Government and in 2004-05 it received £12.3m.

During the year the WLB took forward a wide range of activities, and some of these are referred to in the body of this Report. Significant achievements include:

- the launch of Welsh Language Interface Packs for Microsoft Windows XP and Office 2003;
- the completion of a draft Welsh Language and IT strategy;
- the expansion of the 'Welsh first' campaign;
- the production of new 'Iaith Gwaith' (Working Welsh) materials;
- the launch of the Twf website, the project to encourage language transmission within the family); and
- the commissioning of research into the social networking of young people and of language transmission within the family.

1.3.5 Fforwm Iaith

A consultation on proposals for a Fforwm Iaith (Language Forum) was held in 2004. A response to the consultation is being drawn up with a view of holding the first meeting in Autumn 2005.

1.3.6 Developing research capacity and analysis capacity

As Iaith Pawb noted, we need to develop and widen our data and research base on the Welsh language to ensure that we target our policies and resources in the most effective way. The WLB has prepared a **data strategy** during the year to develop research knowledge. It will be discussed further with the Assembly Government before being implemented jointly. The aim of the strategy is to ensure that more relevant, regular and substantive data are available as a basis for language planning.

Specific research initiatives conducted by the WLB include:

- 'Social Networking of Young People and their use of the Welsh Language: How to maximise the potential?' which includes analysis of social networking and language interaction of young people aged 13-17. The final report will be ready in June 2005.
- Language transmission within the family, examining why some parents who can speak Welsh decide not to transfer the language to their children. The research is located in 14 areas across Wales from Amlwch to the Amman Valley. The WLB has received a final draft report.

¹ www.welsh-language-board.org.uk

- Continuation of comprehensive survey into Welsh language use as part of the Assembly Government's 'Living in Wales' study being held between 2004-6. Full results will be available at the end of the 3 year study.
- Publication of a number of analyses of the 2001 Census on its website including two detailed analyses on language transfer within the home and the linguistic composition of Welsh homes. Other data extrapolations were commissioned from ONS which will ultimately lead to further analyses. In addition some regular data collection was adapted to provide further details about the use of the Welsh language, e.g. the ability of GP's to speak Welsh, and the language of University students.

The Welsh Books Council is carrying out 6-monthly research to ascertain the reading trends of Welsh-language readers through focus groups and omnibus survey questions. The findings will feed into discussions on grant-aided titles.

The Economic Research Unit has carried out research on Welsh language and economy links as an action point of the Welsh Language-Economy Discussion Group².

² www.menterabusnes.co.uk/template.asp?IID=1&sID=124&pID=1&cID=2

1.4 The Community and the Language

There are regions of Wales where the majority of inhabitants speak Welsh. Iaitb Pawb aims to arrest the decline and sustain these primarily Welsh-speaking communities.

This section of the report outlines the progress made in language-economy links, generating business and enterprise, community regeneration, planning and housing. Some of the projects have specific Welsh language links, and other initiatives foster and sustain the economy more generally. The main highlights in 2004-05 were:

- Potentia has helped create 250 jobs for Welsh speakers, including 80 in 2004-05, in 209 new business start ups.
- 323 employees of 37 different business support organisations have received language awareness training through Potentia.
- 42% of new taster-trading businesses created by Ffatri Fenter established by Welsh speakers.
- 11% of applications for Finance Wales investment from Welsh speakers.
- Cwlwm Busnes' Welsh medium speed-dating events generated new business and membership increased by 200.
- 1,941 Sense of Place toolkits were distributed by WTB to promote cultural tourism and 268 individuals attended Sense of Place workshops
- WDA's Community Regeneration Toolkit funded Mentrau Iaitb activities including community translators.
- Finance Wales' investment activity has helped create and safeguard over 11,600 jobs.
- Community Loan Fund helped generate business and sustain community facilities including in Welsh speaking communities such as Beddgelert and Dyffryn Nantlle.
- A further 12,825 young people being informed of opportunities in rural Wales through Llwybro-Routes.

1.4.1 Generating business and enterprise

Generating business growth and encouraging enterprise are important in sustaining and developing Welsh speaking communities. The aim of **Finance Wales**, and the **Community Loan Fund (CLF)** within it, is to provide funds and management support for businesses and community enterprises. Since inception in 2001, and until the end of March 2005, Finance Wales' investment activity has helped create and safeguard over 11,600 jobs, leveraging £121 million of private sector funding, including £31m in 2004-05. A total of 1,285 businesses have been assisted and 951 separate investments made. The current percentage of applications for investment coming from Welsh speakers is 10.9% (monitored during the period September 2003 to February 2005). The following case studies provide examples of the work that Finance Wales is doing to support communities in predominantly Welsh speaking areas.

Beddgelert Chapel

Beddgelert Chapel was closed in 1997 and the village lost the use of a building which had been the focus of the community. Local people were keen to maintain ownership and formed Cwmni Beddgelert Cyf, a not for profit limited company, to spearhead an appeal to save this vital asset.

CLF provided the company with a loan to cover the shortfall in funding for the restoration of the chapel and chapel house. The building now houses a Tourist Information and Heritage Centre, which in turn aids the long term survival of the community.

Antur Nantlle Cyf

Formed in 1991, Antur Nantlle Cyf is a not for profit company working for the benefit of the Dyffryn Nantlle area by giving priority to economic and social initiatives developed by local people. The company owns 7 low rent incubator units for rent to embryonic local businesses.

European funding matched by the local authority allowed the company to set up a technology centre in a vacant ex Barclays Bank. CLF provided a loan to Antur Nantlle to enable them to purchase the building to allow it to continue to serve the community. The centre enables local residents to acquire IT skills and also houses the library.

The Assembly Government, in partnership with Finance Wales, is considering the options for the establishment of a **Community Development Finance Institution** for Wales. The first Social Enterprise Strategy for Wales, developed in partnership with the Social Enterprise Joint Working Group was due to be published in June 2005 and includes our commitment to continue working toward this aim.

Finance Wales' report on the way forward highlighted the fact that while there is not sufficient demand in Wales for retail CDFIs, the creation of an All-Wales wholesale CDFI is considered necessary to help create and support micro, small, medium and social enterprises. A hybrid model is being considered, but it has not so far been possible to find a structure within the rest of the UK that would fit the Welsh environment and achieve state aid compliance. Discussions with the DTI continue.

However, there are UK wide CDFI as well as other CDFI developments in Wales which do provide finance for micro, small and social enterprises:

- The Charity Bank is an accredited CDFI with a remit which includes funding for charities and community groups to build new facilities, renovate buildings and purchase equipment.
- ICOF (Industrial Common Ownership Finance UK) has a UK wide remit and an office in Wales.
- The Robert Owen (Montgomeryshire) Credit Union Ltd is to become the second UK pilot area (first rural area) for the Community Banking Partnership model. This will extend the range of services that Credit Unions offer by forming a partnership with a Community Reinvestment Trust which can lend to business and higher risk customers but is still community owned and operated. In terms of serving small, rural predominantly Welsh speaking areas of Wales, this development has the potential to be most beneficial.

Wales for Innovation is a programme to increase innovation, research and development, technology transfer and new product development to increase regional competitiveness. One scheme included in Wales for Innovation is Design Wales, a free advisory service for Welsh businesses on all issues related to design. The advice provided ranges from product design to branding and corporate identities. Design Wales worked with the WLB when providing advice on bilingual design.

The **Welsh Language – Economy Discussion Group** includes members from the Welsh Assembly Government, WDA, WTB, ELWa, Careers Wales, WLB and Menter a Busnes. The Group published a programme of action in September 2004, launched by the Minister for Economic Development and Transport, Andrew Davies AM.

The aim of this programme is to generate economic and linguistic benefits by linking together economy and language. A key area of this strategy is to gain a greater understanding of the link and mutual benefits between the Welsh language and economic development.

The Group has already carried out valuable research which can be found on Menter a Busnes' website³.

The initial range of actions published by the **Language-Economy group** in 2004-05 were:

Meeting employers needs: Careers Wales and ELWa will jointly ensure the communication and linguistic needs of private and public sector employers are clearly understood and promoted.

Entrepreneurship: WDA to continue to include aspects relating to bilingualism and the Welsh language in activities within the national Entrepreneurship Action Plan, and to develop this good practice in entrepreneurship related to the public sector.

Innovation: Welsh language to be mainstreamed in any generic processes developed to promote innovation nationally, and specific aspects to be developed within the context of the Wales for Innovation national strategy.

Agri-food: Initiate new commercial ventures (with the private sector) that fully utilise the potential of the Welsh language and culture, for example explore the commercial potential of the 'Gwir Flas' (True Taste) campaign.

Rural programmes: Language awareness training and support for local groups that implement programmes such as LEADER+ and Rural Community Action (RCA).

ICT: Develop opportunities under WLB's ICT strategy and ELWa's work on bilingual skills and ICT. Provide an online version of the Welsh medium ECDL computer training.

Tourism and Leisure: WTB to develop opportunities under its Cultural Tourism Strategy and the

³ www.menterabusnes.co.uk/template.asp?IID=1&SID=124&PID=1&CID=2

Sense of Place scheme to promote the Welsh language as a distinctive aspect of Wales as a tourism product.

Creative Industries: Developments within the creative industries sector will provide opportunities to maximise the particular potential of the Welsh language.

Developing commercial opportunities: Begin a process to directly develop language/culture-related business opportunities with the private sector.

The **Economic Research Advisory Panel** continued to advise on a programme of economic research, looking specifically at issues of economic relevance to Wales. The research is managed by the Economic Research Unit (ERU). The ERU also undertakes background analysis and other supporting work that complements the main research programme. The ERU is represented on the Welsh Language-Economy Discussion Group and conducted the research mentioned above. The ERU also:

- commissioned a project on locational attractiveness which will include some analysis of a Welsh speaking area; and
- conducted a survey of economically inactive individuals which included questions on Welsh speaking ability enabling the Unit to commission further work on the characteristics of Welsh speaking inactive individuals.

Potentia is a project aimed at getting under-represented groups, including Welsh speakers, into business. Over 2,300 Welsh speakers have registered with Menter a Busnes, the main deliverer of the project, 600 of those in 2004-05. Of these 1,221 have received assistance of 1 hour or more. Over 250 jobs for Welsh speakers, including 80 in 2004-05, have been created in the 209 new business start ups. This does not include Welsh speakers who will have benefited from the other strands of Potentia. In addition, 323 employees of 37 different business support organisations have received the Language Awareness Diversity Training module. Menter a Busnes is also offering Welsh language consultancy to the 23 New Business Support Providers through Potentia's Diversity Consultancy programme.

Ffatri Fenter (Enterprise Factory) has created over 590 new taster-trading businesses and has given over 1,050 individuals direct and practical experience of enterprise. During 2004/05 Ffatri Fenter went from strength to strength helping 238 taster businesses to test-trade and giving advice to 366 potential taster businesses. 42% of these taster businesses were established by Welsh speakers.

Cwlwm Busnes is a networking facility for Welsh speakers in the business sector. Membership of Cwlwm Busnes continued to increase steadily by 200 in 2004-05 and stood at over 1,800 at the end of the year. Highly successful innovative networking events based on the speed dating concept were held in Denbighshire, Carmarthenshire and Anglesey, which attracted over 275 business people. Evaluation of the evening held in Denbighshire discovered that companies who attended claim that contacts made during that particular evening created business worth over £24,000 between them.

Cwlwm Busnes

The Cwlwm Busnes website has received 32,000 hits and is steadily becoming one of the main business websites through the medium of Welsh and greater interaction between its members has been fostered by inter-company promotional offers and other activities. The following was the response from one of the participating companies:

“Thank you very much for the advertisement – usually, I receive about 50 to 60 visitors to the website in 1 day, but now I receive over 100!” (Translation)

Cyfenter Development Partnership aims to deliver an innovative research programme working directly with under represented groups in enterprise including Welsh speakers. In 2004-5, Cyfenter published research reports on Mentor Support & Guidance, Post Business Start Up Support and Business and Incubator premises.

The aim of **Gwobrau Menter** (Enterprise Awards) is to reward Welsh speakers that succeed in business and successful businesses that use and promote the Welsh language whilst making an important contribution to the local or national economy. The 8th Gwobrau Menter competition (2005) was launched on St David’s Day. The winners in the 4 categories – Young People, Tourism, Area Enterprise, and Eisteddfod Enterprise – will be announced at a special awards ceremony in the main pavilion at the National Eisteddfod in Eryri and District. For the 2004 Gwobrau Menter 111 nominations were received.

Case Study: ‘Atom’

One of the winners of the 2004-05 awards was Eili Williams of **'Atom'** in Caernarfon, who won the Young Business of the Year Award.

Initially established as a translation business, 'Atom' now provides a wide range of bilingual communications and public relations services, including press/media liaison, event management, socio-political consultancy and research, marketing and promotional campaigns, as well as translation and editorial services.

Although 'Atom' has only one full-time member of staff, it regularly sub-contracts to up to 20 freelance workers based locally and across Wales, thus supporting the sustainability of other SMEs and boosting the local economy and that of Wales as a whole. 'Atom' has succeeded in attracting business from other parts of Wales, the UK and as far as the USA.

1.4.2 Tourism

Tourism and the Welsh language benefit each other – tourism benefiting from the distinctiveness that the language offers Wales, whilst Welsh speaking communities benefit from the income that tourism generates.

One of the key aspects of the national **Cultural Tourism Strategy** is the Sense of Place initiative. All WTB grant recipients are now required to adopt the principles of the Sense of Place initiative, and it is also an integral part of the WTB’s quality assurance schemes. The aim of the toolkit is to help

businesses make the most of their Welsh distinctiveness and culture. A Sense of Place Adviser has been appointed. In 2004-05, 1,941 Sense of Place toolkits were distributed and 268 individuals attended Sense of Place workshops. Sense of Place workshops in February and March 2005 included a "Welsh is good for business" session attended by 32 delegates.

The **Destination Management System (VisitWales)** is fully bilingual and the business tools are in full use, allowing businesses to work through their preferred language and to maintain their data in both English and Welsh. All training and support materials are provided in both English and Welsh including on-screen help and step guides. A new bilingual CD ROM has also been produced which gives an overview of the system and a glossary of terms for businesses in Wales.

1.4.3 Community regeneration

Some Welsh speaking communities are in need of regeneration if they are to survive. Analysis by the WLU showed that 23 of the 100 most deprived electoral wards in Wales had higher proportions of Welsh speakers than the overall national proportion of 20.8%. The Assembly Government has a number of programmes that tackle the problems of disadvantaged communities holistically.

Communities First (CF) is tackling poverty and social disadvantage in the most deprived areas of Wales. To date, 137 CF Partnerships have been established. The Community Purposes budget of £32m was fully utilised to support the implementation of the programme at a local and national level.

Work continues on implementing the recommendations contained in the review of CF undertaken by the Deputy Minister for Social Justice and Regeneration, Huw Lewis AM.

In 2004-05 we worked with the Mentrau Iaith and Menter a Busnes (who are part of the CF Support Network) to enhance advice and support to CF Partnerships on using the Welsh language. Work is now being taken forward on this in a way that is sensitive to the linguistic characteristics of each CF area. The CF Guidance to CF partnerships and co-ordinators has been re-written to reflect this.

The **Community Regeneration Toolkit** programme provides a mix of revenue and capital support to community-led projects. The WDA issued guidelines to programme participants on expected compliance with the WDA's Welsh Language Scheme and monitored participants on this aspect. In mid Wales a training session was held for the 21 groups who access funding and support through the tool-kit. In the South West Division, staff are working closely with the local Mentrau Iaith in Swansea, Carmarthenshire and Pembrokeshire on community regeneration projects.

-

Projects in South West Wales that have benefited from the **Community Regeneration Toolkit**:

- 3 year ongoing funding provided to **Menter Cwm Gwendraeth** to assist with the Development Officer costs involved with the 'Mentro Dysgu' project. This project aims to develop a range of activities to encourage local communities to use the Welsh language in different situations.
- A grant of £5,000 was provided to **Mentrau Iaith Myrddin** to assist with the community translators project, and 3 years ongoing funding provided to **Menter Iaith Abertawe** to assist with the costs incurred in employing a community translator to provide services to community groups and community businesses in the area.
- 3 years ongoing funding provided to **Menter Sir Benfro** towards office rental costs. Two Officers work in the Fishguard area to act as a centre point to the Welsh language dimension of the North Pembrokeshire and Fishguard regeneration scheme.

The **Sub-Regional Regeneration Frameworks** aim to provide sub-regional context for developing economic and social policies. We have been involved in the development of all the regional strategies:

- The North Wales Economic Forum published a 10-year strategy launched in November 2004 and is now working on a 3-year action plan.
- The Mid Wales Partnership is currently finalising a Framework for Strategic Action for launch later in 2005.
- The South West Wales Economic Forum is finalising a strategy for launch later in 2005.
- South East Wales Economic Forum launched its 10-year strategy and is working on a 3-year action plan.

The Welsh language is mainstreamed in the above strategies.

The 12 **Rural Community Action (RCA) Partnership Groups** are actively working on community capacity building. The WDA Rural Unit has been facilitating the delivery of the programme on behalf of the Assembly Government and continuously monitors programme implementation. In 2004-05, the number of Welsh speaking communities assisted was included as a programme output to help measure programme effectiveness. We anticipate seeing the results of such monitoring in 2006.

The **Rural Development Plan** will run until December 2006. Good overall progress continues to be made for all elements including those aimed at promoting rural regeneration, tourism and craft. It is anticipated that all available funds will be fully utilised within the programme period. In 2004-05, work concentrated on the recommendations made in the Mid Term evaluation conducted in 2003-04 and how to take these forward. Progress is reviewed on a regular basis.

There are 7 **LEADER+** Local Action Groups in Wales. The WDA Rural Unit is facilitating the delivery of the programme on our behalf. The LEADER+ programme recognises Welsh speaking communities as a specific target group for assistance. As with RCA, the number of Welsh speaking

communities assisted was included as a programme output in 2004-05. We anticipate seeing the results of such monitoring in 2006.

Farming Connect includes Farm Enterprise and Farm Improvement Grants. Of the 556 applications approved in 2004-05, 287 were young farmers under 40 years of age.

Take up of the **Rural Retail Scheme** support has been lower than expected.. The reasons for this are being evaluated by the WDA and results should be available in the summer of 2005.

Several post offices supported under **Post Office Development Fund (PODF)** are located in isolated, rural and urban deprived communities, which also have high proportions of Welsh speakers. By 31 March 2005, over £4 million had been awarded under PODF to 106 Post Offices throughout Wales. Of this, £900,000 has been claimed and spent. The implementation of the activities and improvements outlined in the individual applications continues: all monies awarded must be claimed by recipients by 31 January 2006 at the latest. The Post Offices in Felin Fach, Llangeitho and Glan Aman are examples of Post Offices that have benefited.

An external organisation will construct and undertake an evaluation of PODF in 2005-06. The specification for the evaluation will take account of Iaith Pawb targets.

The studies of the **Wales Rural Observatory** recognise the Welsh language as a key component of life in rural Wales. Phase 1 of the Observatory's programme of work has been concluded and the key findings published in 4 reports on the Observatory's website⁴. One of the studies undertaken was the Rural Household survey (4,000+ households, c.10,000 people), which provided information about the nature of rural households including ability to speak Welsh, correlated against a number of other variables.

1.4.4 Bridging the digital divide

There are a number of initiatives that are aimed at bridging the digital divide to ensure that all communities in Wales have access to ICT and services that are increasingly being offered via broadband.

The *Meet the Mouse* programme is one of **Cymru Ar-lein's** initiatives to raise awareness of the benefits and practical applications of ICT. It is an all-Wales initiative that visits all areas to offer introductory workshops in English and Welsh on using a computer and the Internet.

In 2004-05 a total of 166 workshops were run in 41 locations and 1,935 people attended. Of these, 42 were Welsh medium sessions and 179 people attended. The percentage of people trained through the medium of Welsh (9%) has dropped compared to last year (15%). This is because the overall number of attendees for English medium workshops has risen whilst the

⁴ www.walesruralobservatory.org.uk

number for Welsh medium workshops has remained static, despite our best efforts at targeted publicity. A member of the team spent one day a week for 20 weeks contacting Welsh language organisations, the Welsh community newspapers and community activists in order to promote the Welsh medium workshops. When promoting the courses, we found that some Welsh speakers chose ICT training through the medium of English. One reason given was that they expected to have difficulty understanding technical terms. People who actually attended a Welsh medium workshop had no difficulty with technical terms, and several said that they appreciated being taught through the medium of Welsh. We need to develop techniques to overcome this lack of confidence.

The **Lifelong Learning Network** continues to grow. As of January 2005, the percentage of sites connected stands at 91%. A total of 2,080 (out of 2,288) Schools, Libraries and Learning Centres are connected to the Network. The Network can provide access to Welsh language internet content to people through Libraries and also the facility to improve Welsh language skills through ICT Learning Centres.

The **Broadband Wales** Demand Stimulation Project has two current campaigns (which are conducted bilingually). The first being an advertising campaign utilising billboards, rail and press advertising and direct mailing. The second is an information video focussed on the benefits of broadband to that business sector.

1.4.5 Location strategy

The aim of the Location Strategy is to deliver 3 new Assembly Government offices to give us a significant presence across Wales and bring us closer to the people we serve. Over the next 3 years, new offices will open in Merthyr Tydfil (approximately 450 staff), Llandudno Junction (approximately 550 staff) and Aberystwyth (approximately 500 staff). This will provide career opportunities in the civil service for people across Wales allowing them to stay in their local communities. We will be conducting outreach work to raise awareness of employment opportunities in the 3 areas.

We have commenced work in 2004-05 with the WLB and the Mentrau Iaith to identify the impact of the Location Strategy on Welsh speaking communities and manage this in a constructive way.

1.4.6 Community initiatives

The 25 **Mentrau Iaith** located across Wales are recipients of one of the main grants – currently over £1.3m – provided by the WLB. They serve 18 counties in Wales and 63 Mentrau officers are employed. The main aim of the Mentrau is to expand the use of Welsh at a community level. Some of the services they provide include advice and support relating to the use of the language, ensuring opportunities for people to socialise through the medium of Welsh and providing information and resources, such as translation services, or information about local Welsh lessons.

The Mentrau Iaith have a key role in supporting Communities First Partnerships in increasing their use and awareness of the Welsh language.

Case Study

One example of the Mentrau Iaith's innovative work is the Ogam project established by Menter Iaith Sir Benfro. Ogam aims to strengthen the interface between environmental groups and Welsh language community networks in order to collectively promote sustainable environmental and linguistic projects. Its success lies in the way the partnership developed between these groups realise the aims of each other. Two initiatives launched under the auspices of Ogam in 2004-05 included Perci Penfro – a project to record field names in Pembrokeshire and the development of an eco-cultural garden at Ysgol Bro Gwaun, Fishguard.

The aim of the **Local Language Action Plans** is to increase the use of the Welsh language in areas of special linguistic significance, by co-ordinating activities for local people and institutions in the area, based on identifying local circumstances and needs. The 9 plans already established were sustained in and 3 new projects initiated in 2004-05 in Bangor, Machynlleth and Amlwch.

The Plans played an important role in co-ordinating activities of the Welsh Language Board's Welsh First Week held in 10 towns across Wales during the first week of March involving over 100 community activities, and the participation of 10,000 individuals and 200 businesses. The aim of the campaign is to encourage people to make use of their Welsh in everyday life.

An Evaluation Report into the Language Action Plans completed in June 2004 concluded that the Plans had a number of strengths, for example that they had a positive effect on the Welsh language, that individuals in the community were attracted to take an active part, and that there was co-operation on the whole with the Mentrau Iaith. Weaknesses included insufficient consultation with the Mentrau and primary partners before establishing the Plans in some cases and confusion in establishing distinction between the Plans and the Mentrau. For the future, the Report highlighted the need to consider which arrangement (being part of the WLB / the Mentrau / the Local Council / or other choices) is the most suitable according to a district's characteristics.

A Language Action Plans' workshop was held in February 2005 to discuss the evaluation and this will lead to a work programme for 2005-06.

1.4.7 Planning

All 25 **Unitary Development Plans** (22 Local Authorities and 3 National Parks) were monitored throughout the year, ensuring that they comply with the Assembly Government's policy of promoting and supporting the Welsh language.

Significant progress was made with the **Linguistic Impact Study** in 2004-05. A final draft of a research report on Welsh Language Impact Assessment tools was scheduled to be presented to the Study's Steering Group in June 2005 for consideration. When complete in the Autumn of 2005, it will provide the

framework needed to update Technical Advice Note 20 (Welsh Language), which will contribute significantly to Iaith Pawb targets.

Since Iaith Pawb was published the process of policy development regarding **planning and affordable housing** has moved on:

- 'Technical Advice Note (TAN) 2, Planning and Affordable Housing', is being revised with advice from a group of key stakeholders from the public, private and voluntary sectors. The main aim of the review is to facilitate an increase in the provision of affordable housing via the planning system. Reference to TAN 2 will also form part of the forthcoming Assembly Government 'Affordable Housing Toolkit'.
- 'TAN 1, Joint Housing Land Availability Studies', is also being revised to the same timescale as TAN 2, again with advice from a group of key stakeholders from the public, private and voluntary sectors. The review includes the issue of the monitoring of the provision of affordable housing via the planning system.
- There has also been further research to support policy development. In particular, a recently completed project examining policy guidance on 'Essential dwellings in the open countryside'. This makes a number of recommendations related to sustainable rural communities and affordable housing. The revision of 'TAN 6, Agricultural and Rural Development', is due to start later this year and will provide an opportunity to consider these recommendations and their policy implications.
- The operation of the planning obligations system is under review as part of the 'Planning: Delivering for Wales' programme. Planning obligations (also known as Section 106 Agreements) are the main mechanism for the provision of affordable housing via the planning system.

The **Wales Spatial Plan**⁵ was adopted by the Assembly in November 2004. Its role is: to ensure the Welsh Assembly Government and its partners and agents develop policy in ways which take account of the different challenges and opportunities in the different parts of Wales; and to provide a basis and momentum for working together on a shared agenda locally.

Wales Spatial Plan

The Welsh language is included within the Spatial Plan's chapter on 'Respective Distinctiveness.' The Plan states that:

"a cohesive identity which sustains and celebrates what is distinctive about Wales, in an open and outward-looking way, is central to promoting Wales to the world, as well as to our future economic competitiveness and social and environmental well-being."

Wales Spatial Plan (2005), page 33

⁵ www.wales.gov.uk/themesspatialplan/content/wsp-101104-pt1-e.pdf

A strong sense of place is evident throughout Welsh communities. Distinctiveness, sense of identity and pride in place are important elements of successful communities and countries. Regions that have close social ties but are able to embrace newcomers are among the best performing in Europe. The challenge is to retain and enhance a sense of place while embracing the change necessary to sustain those places as living, working areas.

1.4.8 Population movement

Projects on out-migration and in-migration are important to the Iaith Pawb vision. **Llwybro-Routes** monitors the movements of individuals educated in rural Wales and informs them of opportunities in their locale. The initiative is now operational in a total of 14 local authorities including Anglesey, Gwynedd, Conwy, Denbighshire, Flintshire, Wrexham, Ceredigion, Powys, Carmarthenshire, Pembrokeshire, Swansea, Neath-Port Talbot, Vale of Glamorgan and Monmouthshire. A total of 21,865 individuals have registered with Llwybro-Routes, including 12,825 in 2004-05. This is projected to increase to around 33,000 during 2005. Presentations and data collection took place in 133 secondary schools in 14 Local Authorities during the year.

The project is in regular contact with participants through newsletters and details of job opportunities. Three newsletters a year are produced with separate regional editions for mid, north and south west Wales. A recent development is that the website⁶ now includes a Jobs section with direct links to job vacancies.

Llwybro-Routes is also involved in a networking project (Rural Innova) under Interreg IIIC involving a total of 13 European partners. This 2 year project (2004-06) will involve the establishment of a network to promote innovative rural development policy. Rural Innova will be of particular relevance to the Llwybro-Routes initiative as it addresses the issue of out-migration of young people from rural areas, and to the WDA's Rural Unit and its work with a range of rural programmes in Wales, including LEADER+ and Rural Community Action. A comprehensive survey of all that have registered with Llwybro-Routes is scheduled for 2005.

A presentation on the **Age Balanced Communities Study** report was made to the Rural Partnership for Wales. The work on the recommendations will be taken forward in the revised Rural Statement agreed by Cabinet on 18 October 2004. The report recommended specific actions with regard to the Welsh language such as the need to explore the use of the Welsh language in social networks and communities, as well as underlining the importance for Welsh language issues to be addressed within all other actions. The report has fed into the work of the Wales Rural Observatory and the Llwybro-Routes project.

1.4.9 Housing

An external review of low cost home ownership schemes, including **Homebuy**, has been commissioned which will report at the end of 2005. The

⁶ www.wda.co.uk/index.cfm/opportunities_for_people/llwybro_routes/en4117

review will provide some insight into whether low cost home ownership schemes have played any significant role in maintaining the linguistic composition of Welsh-speaking communities. It will assess the effects of schemes to date against their stated policy objectives and provide recommendations on whether the scheme can be improved to enable it to better meet policy objectives.

All local authorities have now submitted **Local Housing Strategies**. A commissioned review of the strategies, which covered the treatment of Welsh language issues in the strategies and guidance, reported in February 2005. One of the conclusions of the review was that:

“The Welsh Assembly Government may want to make revisions to the guidance, to provide guidance to local authorities on how they should treat Welsh language issues in the context of their strategic housing function”.

Analysis of Local Housing Strategies: Stage 2 Report,⁷ Section 4.3

This work will be taken forward in 2005-06.

The **Right to Buy and Right to Acquire** action point was completed in 2003 following the introduction of an Assembly Order to extend the number of rural areas where restrictions apply to sales under the Right to Acquire and re-sales under the Right to Buy. It is a matter for landlords (e.g. local authorities) to decide what use to make of the Order when disposing of properties under the Right to Buy in rural areas. Right to Buy and Right to Acquire will be included in the review of low cost home ownership schemes mentioned above.

1.4.10 Welcome Packs

The Welcome Pack website⁸ provides information on the language to those who move into areas of Wales where Welsh is widely spoken. Leaflets about the website were launched by the WLB in the North West and South West in 2004-05. Two advisers were appointed to visit estate agents in these areas to raise their awareness of the plan and encourage them to distribute the associated leaflets. The Packs will be officially launched in Summer 2005.

⁷ www.housing.wales.gov.uk/pdf.asp?a=b1B

⁸ www.movingtowales.com

1.5 The Individual and Language Rights

It is the responsibility of organisations to acknowledge and facilitate the individual's right to use the language of their choice.

This section outlines the progress made in 2004-05 on Twf – the language acquisition project, access to and provision of education and training in Welsh, language in health and social care, meeting the needs of older people and children and young people, raising awareness and profile, language tools, and language in the arts and in culture. The following were particular highlights:

- Welsh now taught to all pre-school children in English medium settings.
- 212 Welsh medium early years' practitioners received training, already exceeding the target of 150 by 2006-07, and on course for at least 450.
- A 99.7% take up by primary schools of free Welsh medium classroom materials as a result of investment of £580,000.
- Pilot project involving immersion and intensive Welsh language teaching for Year 3 and Year 6 pupils well underway.
- UK National Teaching Awards included an award for the promotion of the Welsh language in a school.
- £3m announced to increase the numbers of HE lecturers able to teach in Welsh.
- £900,000 earmarked over 3 years to support a combination of measures to boost Welsh medium provision in HE.
- National Liaison Officer for Welsh Medium Speech and Language Therapy Services appointed.
- 19,476 registered adult Welsh learners, exceeding the target of 18,300.
- 5,500 NHS staff have undertaken the Welsh Language Awareness Training Programme since its launch in Autumn 2004.
- A group of Welsh Language Champions in Local Health Boards to add to the one already established for the Trusts.
- Welsh language interface packs for Microsoft Windows XP and Office 2003 launched.
- 16% increase in sales of Welsh language books.
- Over 10,000 people attended Theatr Genedlaethol Cymru productions during its first year.

1.5.1 Language acquisition, education and lifelong learning

The education system has undoubtedly impacted greatly upon the large increase in number and percentage of the population with one or more skills in Welsh shown in the 2001 census. The highest percentage of Welsh speakers i.e. 40.8% is amongst 5-15 year olds (Census 2001). The percentage of speakers among the 5-24 year old age group has been increasing every decade since 1971.

1.5.2 Early years

The family and the home have a key role to play before children reach nursery school age. One of the WLB's flagship projects is **Twf**, which aims to

encourage **family language transfer** by actively promoting the benefits of bilingualism to new parents. A further 62,000 information packs were distributed to new parents throughout Wales during 2004-05. The project has been further extended as a result of laith Pawb money and now employs a National Development Officer, 22 field officers and 2 specialist officers. The Twf website⁹ was launched in October 2004. Research has been commissioned to measure the impact of the Twf programme called Tyfu Twf (Growing Twf).

1.5.3 Bilingual Nursery Education

Bilingual Nursery Education has a crucial role to play in achieving our vision of a bilingual Wales. Early years (0-5 years) provision is an immediate priority for action in laith Pawb.

WLB funding to **Mudiad Ysgolion Meithrin (MYM)** in 2004-05 was £1.03 million, compared with £1 million in 2003-04. MYM also received £245,000 of core funding in 2004-05 through the Assembly Government's Children and Families Organisations Grant scheme and approximately £240,000 of support for local projects through Cymorth (Children and Youth Support Fund).

Funding also continues to be made available to **Mudiad Ysgolion Meithrin (MYM)** to employ a development officer to work in the early years sector. MYM will have a crucial role to play within the rollout of the Foundation Phase and will continue to play a major part in developing high quality Welsh medium early years provision for young children. As such, the Minister for Education and Lifelong Learning has agreed to extend the financial support of £35,000 per annum to MYM for a further 2 financial years.

Welsh as a second language will now be taught within the new Foundation Phase curriculum for pre school children with the aim of allowing children in English medium settings to experience more Welsh in their play and everyday lives. Welsh medium settings will continue with their immersion strategy and will be supported by the language, literacy and communication area of learning.

An **audit of Welsh medium and bilingual early years provision** was carried out by Trinity College, Carmarthen. Data on experiences children under 5 have of the Welsh language in maintained provision and voluntary and private playgroups was provided. One of the recommendations was that the Assembly Government should develop national Welsh language training for all staff working in all settings with young children. An action plan is being drawn up to take forward the recommendations.

'Cam wrth Gam' (Step by Step) is the training for **Early Years Welsh medium practitioners**. At the end of 2004-05, 212 candidates had been placed on the course and 32 assessors had been appointed. The original target for the number of candidates was 150, but has now been increased to 450. 40% of

⁹ www.twfcymru.com

candidates are Welsh learners, attending Welsh language courses. This is increasing the pool of potential Welsh speaking practitioners.

The present scheme is setting the infrastructure for an innovative long term solution which will ensure a career path for Welsh-medium practitioners, ensuring access to qualifications from NVQ level 2 to graduate and post-graduate qualifications through a partnership between Coleg y Drindod and Mudiad Ysgolion Meithrin.

1.5.4 The 5 to 16 age range

The **growth in Welsh medium education** continued in 2004-05. In September 2004 a new primary school opened in Caerphilly, and the number of places at a primary school in Cardiff doubled from 210 to 420.

The WLB approved the second Welsh Education Schemes of 5 LEAs in 2004-05 as well as notifying 7 other LEAs to produce revised Schemes. The initial consultation on **defining language provision** in 2003 did not produce a clear way forward. Further exploratory work has been conducted on an alternative method of definition and a further consultation document will be presented to the Minister for wider consultation in Summer 2005.

The £400,000 allocated to the ACCAC for 2004-05 to commission Welsh medium **classroom materials** was subsequently increased to £500,000 as a one-off boost. A catalogue including over 400 Welsh language titles from 60 ACCAC commissioned projects was prepared and distributed by the Welsh Books Council, assisted by ACCAC. The catalogue, together with a £350 token, was distributed to 1,646 primary schools and language centres at the end of January. The scheme was extremely successful, eliciting 1,641 responses (99.7%) during a 5-week period. The total value of the orders received was £575,408. ACCAC provided funding to pay for the £75,000 difference.

Ensuring that pupils progress from primary to secondary schooling through the medium of Welsh – **linguistic continuity** – is an important action in Iaith Pawb. Research into the varied and complex reasons why this drift from first to second language and from Welsh-medium to English-medium study occurs during the transition from primary to secondary school was remitted to ACCAC in 2004-05. The research work has been completed and ACCAC's report on its findings is due very shortly.

The possibility of measuring competence in Welsh along a **linguistic continuum** bridging the conventional Welsh first language and second language divide is under active consideration by ACCAC and will be taken forward in the context of the Authority's comprehensive review of the school curriculum that we commissioned in 2004-05.

Intensive exposure to learning Welsh are pilot projects for Year 6 pupils centred on 3 secondary schools were implemented during the summer term 2004. These pupils are now receiving follow-on provision at the secondary

schools. A further pilot involving Year 3 pupils started in one primary school in September 2004. We expect the 3 original pilots to be repeated again this summer with a new group of pupils, with a further 3 secondary schools implementing pilots for the first time. In addition, one primary school will pilot the intensive teaching of Welsh to pupils in Year 5 with follow-on provision in Year 6 and beyond. These pilots are likely to continue for several years in order to track pupils through to at least Year 9 to assess their language skill development through the immersion approach.

The WLB continued to provide grant funding for **Athrawon Bro** in 2004-05. The number of Athrawon Bro funded by the WLB was maintained at 58. The Athrawon Bro funding is the main element of the WLB's grants to LEAs for promoting the use of Welsh. In 2003-04 funding allocated by the WLB was £2.57 million, increasing to £2.65 million in 2004-05 and £2.7 million in 2005-06. The WLB agrees quantitative and qualitative targets with all LEAs annually. It is anticipated that the number of Athrawon Bro employed by LEAs during 2004-05 is similar to the 163 in 2003-04. (The 163 refers to the total number of Athrawon Bro employed by LEAs. The WLB's grant funds 75% of the costs of the service. Each LEA must contribute a minimum of 25% of the remaining costs).

Funding for **latecomers centres** is another element of the WLB's grants to LEAs for promoting the use of Welsh. £459,000 was provided by the WLB towards the latecomer centres in 2003-04, increasing to £479,000 in 2004-05. The funding, amongst other things, helps to support 8 teachers in latecomer centres.

It has been necessary to look at the efficiency and effectiveness of the **Welsh Medium Incentive Supplement (WMIS)** scheme before additional funding is provided to improve the operation of the Scheme and its appeal. An independent review of the scheme was carried out, which proposed a way forward. We plan to consult on proposals for a revised WMIS by the summer of 2005 and will publish the independent review report as part of that consultation.

During 2004-05 we worked to identify possible providers of a **Welsh language learning sabbatical programme** for qualified teachers. Meetings were held with various partner organisations to discuss possible joint working arrangements. Discussions with ELWa concluded that a sabbatical programme for school teachers and post-16 practitioners could be combined in order to reduce costs and secure a uniform standard of provision between schools and the post-16 sector. ELWa has already made significant progress in developing a pilot programme in language skills and bilingual methodology for post-16 practitioners. During 2005-06 we will continue to work closely with ELWa to identify a suitable training provider (see post-16 section).

During 2004-05, we also identified the need for a separate **Welsh language sabbaticals pilot programme for foundation and primary teachers**. In March 2005 a meeting was held with practitioners from all LEAs to identify their needs and to look at the issues which needed to be considered. The

evidence gathered during this meeting will inform the development of a separate Welsh language sabbatical pilot programme for foundation teachers during 2005-06.

We commented on all published **School Organisation Plans** during 2004, within 2 months of their publication, drawing attention where necessary to the need to take account and cross reference with Welsh Language Education Schemes. We have written to Directors of LEAs recommending a more systematic action to assess future demand for Welsh medium places.

Revised guidance on School Organisation Plans was being prepared which would, amongst other things, have strengthened the guidance on the assessment of demand for Welsh medium education and recommended the issue of questionnaires to parents of pre school children to establish language preferences. However the requirement for the next full plan in 2007 will be overtaken by the move in 2006 to a requirement for a single education plan under the Children Act 2004. Full consultation on the new plan requirement was due to begin in June 2005. It is envisaged that authorities will still have to provide information on school organisation issues. At present it is intended that guidance on the new single education plan will include a recommendation that authorities should survey parents of pre-school children to establish what their language medium preferences would be when they come to choose schools. This should help LEAs plan more effectively to meet needs in their areas. LEAs were consulted on this aspect of the plan requirements in May 2005.

In the field of **Special Educational Needs** work has been ongoing in response to Bangor University's report on Welsh medium and bilingual provision, "Acknowledging Need" (2002). We formed a Reference Group of stakeholders who met for the first time in April 2005 to agree an action plan.

Following on from the consultation document 'Working Together: Speech and Language Services for Children and Young People', and as a result of demand from the NHS sector for a cohesive approach towards improvement, we have appointed a **National Liaison Officer for Welsh Medium Speech and Language Services** on a 1 year secondment. Part of the remit of this officer will be to consider the training requirements for speech and language therapists.

1.5.5 Post 16 learning

Part 2 of ELWa's Welsh Language Scheme, completed in 2004, is a **Strategy for Bilingual Learning** – for promoting, developing and supporting Welsh medium and bilingual education and training in the **post-16 education sector**.

Progress by ELWa on the 4 main strands of the strategy is outlined below:

Learning

- Welsh language provision for workplace staff, parents and people who relocate to Welsh-speaking areas supported through the Cyfrwng Iaith Gwaith (CYMAD) project funded through the Learning Challenge Fund (LCF);
- sponsored activities at the Welsh learners' pavilion at the National Eisteddfod;
- worked in partnership with the BBC on the innovative Colin & Cumberland campaign to attract adult Welsh language learners.

Provider Champion

- sponsored Bilingual Champions in FE Colleges.

Resource Development

- funded FENTO standards for Welsh for Adults, that will form the basis of a national qualification for Welsh for Adults tutors;
- funded installation of video-conferencing equipment in 6 bilingual and Welsh medium schools in order to offer a greater choice of subjects in Welsh medium by means of the LCF CYDAG project;
- worked in partnership with the National Museums and Galleries of Wales to produce a resource for tutors of Welsh for Adults;
- developed classroom resources through the medium of Welsh in the following subjects: Business Administration and IT, Tourism and Leisure, Media, Early Years and Agriculture.

National Practitioner

- National Practitioner Training Programme to train Welsh-speaking practitioners to work through the medium of Welsh/bilingually being developed.

ELWa's Bilingual Learning Unit also provided advice and training on language awareness, bilingualism and Estyn requirements, bilingual teaching methodologies and video-conferencing for the 25 FE institutions in Wales as part of the LCF Fforwm (Sgiliaith/CYDAG) project.

In 2004-05, the target of 9,000 learners in Welsh medium FE was met.

There were 19,476 registered adult learners of the Welsh language in 2004-05 comfortably exceeding ELWa's target of 18,300.

ELWa's Bilingual Learning Unit's committed £3.7 million over 3 years to develop Welsh for Adults in tandem with the restructuring of the service.

This followed the reports of the ELWa commissioned NFER review of the Welsh for Adults programme and Estyn's survey report on the quality of Welsh for Adults. Following a public consultation on proposals ELWa resolved in March 2005, to restructure Welsh for Adults by establishing:

- 6 dedicated language centres;
- a framework of language levels; and
- a national qualification for tutors.

ELWa's Bilingual Learning Unit will maintain a central planning role with the responsibility for ensuring effective delivery of Welsh for Adults within a national framework and for building capacity for the delivery of the programme.

Careers Wales and ELWa are working jointly to ensure the **communication and linguistic skills needs of private and public sector employers** are clearly understood and promoted. To this end, 2 pieces of research were commissioned by ELWa into the Welsh language training needs of employers, namely:

- Welsh language skills needs of employers operating statutory and voluntary Welsh language schemes¹⁰ (Cwmni Iaith, published in June 2004); and
- Welsh language skills needs in the private sector (Beaufort Research in partnership with Menter a Busnes, due to be published in June 2005).

The Work Place Learning Review, a major review of workplace vocational learning opportunities undertaken by ELWa, includes a number of recommendations and actions on how to encourage the use of Welsh in the workplace. This links to its strategy of increasing the opportunities for Welsh Medium Vocational training in the post-16 sector. For example, to identify needs and research; prioritise sectors; develop provision and teaching materials; increase the number of Welsh medium vocational practitioners – assessors, verifiers, teaching staff; and marketing the benefits of bilingual education and training and communicating the strategy. The recommendations will be taken forward by ELWa.

Gorwelion (now renamed **JobCymru**) is a long-established programme developed by Menter a Busnes that has communicated employers' skills requirements to people in the jobs market since 1995. The programme included production of local jobs directories (Swyddiaduron) with details of local employers' skill needs including Welsh language skill requirements. The directories include a snapshot of up to 150 local employers, the range of jobs on offer and a rating for the value attributed to the Welsh language skills in each of the jobs offered. A second element to Gorwelion is classroom resources for teachers to use in careers education lessons. Aimed at Key Stage 4, the classroom handbooks cover a range of topics such as skills, personal qualities, and use of Welsh at work. There is also practical help given on the JobCymru website¹¹.

ELWa and Careers Wales work together on the Language-Economy Group on employer needs. The Assembly Government's contract arrangements with Careers Wales now include the requirement to address the needs of employers, including their needs with regard to the Welsh language.

Menter a Busnes, Careers Wales and ELWa are currently looking at how the directory/data element of JobCymru can be incorporated into the wider

¹⁰ www.elwa.org.uk/elwaweb/elwa.aspx?pageid=3069#8

¹¹ www.jobcymru.com

development of the Careers Wales Employer Liaison Strategy and the National Database of opportunities on Careers Wales Online. This Employee Liaison Strategy gathers data on employer needs, including Welsh language skills. The aim is for the new database to be ready in November 2005. This will provide a national, all-Wales employee database of opportunities for children and young people to use. They will be able to set up their own individual profile and search on language skills.

The Sector Skills Development Agency (SSDA) went out to consultation on its Welsh Language Scheme in March 2005. All **Sector Skills Councils (SSCs)** have a contractual requirement to draw up a Welsh Language Scheme within 1 year of licensing. There are 25 SSCs and of the 22 that are licensed, all have their Schemes either in place, out to consultation, or are in discussion with the WLB. All SSCs should have a Scheme in place within the next year.

A significant recent development in the **HE sector** is the announcement of a £2.9 million investment over 7 years to provide more lecturers who can teach through the medium of Welsh. This new scheme will begin in the 2005-06 academic year. There are 2 elements to the scheme and the investment:

- The Research Scholarship scheme will fund up to 10 scholarships per year for an initial 3-year period and will be tenable for a maximum period of 5 years, depending on the duration of the research degree being undertaken. The scheme will extend over 7 years, commencing in 2005-06 at an estimated cost of over £2.6 million. Funding has been approved to 2007-08.
- The Post Doctoral Teaching Fellowship element of the scheme builds on the existing successful programme and will provide for up to 6 Fellows per year to 2007-08 at an estimated cost of almost £250,000.

The School of European Languages in Swansea University is an example of a department currently providing degree courses through the medium of Welsh, which will further benefit from the investment:

The **School of European Languages in Swansea University** offers Welsh-medium French modules at all levels of study (1, 2 and 3) as well as several level 1 modules in German and Spanish. This provision for German and Spanish will also be extended to levels 2 and 3 over the coming academic years.

All compulsory French language modules are available through the medium of Welsh, as well as some compulsory and optional literature modules. The percentage of the degree scheme in Welsh therefore depends on the choice of the individual. Students must take 120 credits during each academic year, and there are currently 40 available in Level 1, 30 in level 2 and 20 in level 3 through the medium of Welsh.

This investment follows the work of the Steering Group established by HEFCW under the chairmanship of Andrew Green which produced a strategy for Welsh medium provision in HE. The aim of the strategy, which was submitted to the Minister for Education and Lifelong Learning at the end of November 2004, is to maintain and increase Welsh medium HE provision. The strategy took into account the findings of the HEFCW report that was

published in March 2003 on levels of supply and demand for Welsh medium provision in HE.

Progress has already been made against some of the main recommendations of the steering group. £300,000 has been earmarked within the Reaching Higher budget in each of the next 3 years to support a combination of measures to boost Welsh medium provision. The following are examples of work already undertaken:

- the University of Wales' Welsh Medium Teaching Development Unit has been strengthened with a new post of Marketing and Progression Officer;
- we are working with the sector to develop a further proposal for HEFCW to fund an options appraisal of future models for the delivery of Welsh medium provision;
- we have included a Welsh medium target for the Reaching Wider Partnerships which aims to contribute to the target of 7% of HE students who received some teaching in Welsh set in Reaching Higher; and
- the North Wales Reaching Wider Partnership have made Welsh materials available in Braille, and is due to launch a Welsh version of the prestigious Ladders project.

The action point for **pilot learning sabbaticals for HE practitioners** has been overtaken by events. The strategy for Welsh medium provision in HE contained several recommendations and focussed in particular on the issue of staff recruitment and development with the ability to deliver HE through the medium of Welsh.

'Reaching Higher' set the specific target of the proportion of students in Welsh Higher Education Institutions (HEIs) undertaking some element of their course through the medium of Welsh to increase to 7% by 2010. HEFCW is carefully monitoring and evaluating the initiatives that are being taken forward. For example, in the case of the Teaching Fellowships, HEIs have to demonstrate that they are committed to ensuring the sustainability of the provision developed i.e. that there will be a lecturing post available post the Teaching Fellowship period.

The NGfL Cymru website contains increasing high quality **electronic bilingual learning resources** which support the Curriculum Cymreig and help meet the needs of English and Welsh-medium learners in Wales. The digital curriculum materials can be used by both teachers and pupils in schools across Wales and provide opportunities for teachers to become involved in developing their own ideas for web based applications.

1.5.6 Language choice and use

The **NHS Welsh Language Unit (NHS WLU)** is charged with monitoring Welsh language policies and issues within NHS Wales. The Unit raises awareness, status and importance of language issues internally within the Health and Social Care Department and externally with healthcare providers and their partners and in higher and further education.

During 2004-05 the Unit arranged the second Welsh Language in Healthcare Conference (May 2004) incorporating the inaugural Welsh Language in Healthcare Awards. and the Unit further developed the Welsh Language Unit internet site on Howis and led on the following initiatives.

The **NHS Welsh Language Awareness Programme** was officially launched by Jane Hutt AM, the then Minister for Health and Social Services, at Wrexham Maelor Hospital in April 2004. The programme was rolled out in Autumn 2004 within all Higher Education Institutions (HEI) delivering healthcare courses. Each HEI delivering healthcare courses is required to deliver the training pack with first year students as part of their contract with the Assembly Government.

A series of workshops were held to train the trainers and to explain the related targets. The targets form part of the self-assessment questionnaires in the balanced scorecard in the NHS performance management system. The targets are:

- 100% of all Trusts/LHB staff taking induction training to receive the pack.
- At least 10% of existing staff in the Trusts to receive the pack as part of ongoing training.
- At least 80% of existing staff in the LHBs to receive the pack as part of ongoing training.
- At least 10% of Primary Care Contractors to receive the pack through ongoing training.

5,500 NHS staff (5,100 in the Trusts and 400 in LHBs) had received the language awareness training up to the end of December 2004. LHBs will be asked to extend it to GP practices and Pharmacies in 2005-06 and to Dental Practices in 2006-07.

The quality and impact of the video has been so well regarded that other public sector providers are using the pack as a template for their own language awareness programmes. Delivery of the programme through other media such as CD ROM, DVD is about to be delivered, and an interactive web-based version is being explored for development in 2005-06.

The results of a **Survey of Welsh Language Awareness** amongst health service staff commissioned by the NHS WLU were published in October 2004. In this study of nearly 2,000 health professionals, researchers from the University of Wales, Bangor found that a good proportion, 42% showed awareness and sensitivity towards the language needs of patients, and a further 43% were neutral. Despite diverse levels of fluency, there are encouraging signs that even those with minimal Welsh language skills are prepared to use their Welsh with patients as a way of providing comfort and reassurance.

The report and recommendations are being considered by the All-Wales Task Group for Welsh Language Services.

All 22 **Local Health Boards** now have approved **Welsh Language Schemes**, most of them were approved by the end of July 2004. All LHB schemes contain a commitment to influence and support services they commission to provide a Welsh language service. The NHS WLU established the Welsh Language Champions Group of the LHBs.

1.5.7 Social Care

In 2004-05 we continued to work with the Care Council for Wales on the **workforce improvement** agenda in partnership with the social care sector.

The reform of social work training was completed and the first degree programmes came on stream in September 2004. A key objective of the reform was to secure an adequate supply of social workers able to meet service users needs in Welsh. The Rules and Requirements mainstream Welsh language and cultural issues and the Care Council for Wales include guidance on meeting these requirements in their document '*Application for Approval to Provide a Degree in Social Work Programme*'. All programmes must meet these requirements in all aspects of the provision from selection through to final assessment including teaching, learning and practice.

Two of the 8 universities delivering the degree have set targets in excess of the requirements in order to reflect local service delivery. One plans to deliver 50% of its teaching in Welsh within 2 years and the other plans to provide all its e-learning material in Welsh within 2 years.

It is encouraging in relation to the Diploma in Social Work (the predecessor qualification to the Degree) that there has been an upward trend in the number of Welsh speakers who register for an award in social work in recent years. The new arrangements incorporated in the degree should consolidate that trend and increase the numbers of bilingual social workers.

This is to be welcomed as the percentage of Welsh speaking social workers in the local authority social services workforce has remained stable at 14% as reported on 30th September 2002, 2003, 2004 (Social Services Statistics Wales).

Joint Reviews of local authority social services functions are undertaken jointly by SSIW and the Wales Audit Office. A new regime has been designed and implemented from 2004 specifically for Wales. All public material is bilingual and the review looks specifically at whether service users are provided with services in the language of their choice.

1.5.8 Older People and Young People

The Assembly Government's draft consultation **Parenting Strategy** mainstreamed the Welsh language considerations. The Strategy will include a commitment to promote bilingualism and the use of Welsh, the choice of languages and different ways of communicating.

“It is the children and young people of today that hold the key to the growth of the Welsh language in the future. Every child should have the opportunity to learn Welsh and use Welsh in a variety of situations and circumstances, including in the home.”

The section on Positive Parenting also includes direct reference to the laith Pawb vision. It draws attention to:

- Twf, the WLB's project, which aims to encourage and support new parents to speak Welsh to their children; and
- "Cylchoedd Ti a Fi", pre-school groups, which offer parents and carers an opportunity to enjoy playing with their children and socialise in an informal Welsh atmosphere.

The WLB established a Youth Unit responsible for developing projects and writing a **youth strategy**. A draft youth strategy has been produced which aims to increase the use of the Welsh language amongst young people, with particular emphasis on social, recreational and vocational contexts.

The WLB continued to co-operate with the Young Farmers' Clubs in 2004-05, with a further 2 counties receiving financial assistance to hold events that provide young people in rural areas with the opportunity to use Welsh socially. These predominantly Welsh speaking counties were added to the 5 bilingual counties that received funding in 2003-04, to make a total of 7 counties that are offering valuable Welsh medium youth work in rural areas.

Work also continued with the WLB's **National Welsh Language Music Partnership**. This is a project co-managed by the Board and the Welsh Music Foundation with the aim of increasing the use of the Welsh language by promoting its use in the music industry. During 2004-05, 3 meetings of the National Partnership were held to discuss matters concerning the promotion of the Welsh language music industry. A conference was held in October with a number of sessions led by international music industry experts and a key note discussion on broadcast issues led by BBC Radio Cymru and S4C. A research project was undertaken in partnership with S4C on young people's awareness of Welsh language Music.

In partnership with S4C and BBC Radio Cymru, the WLB held a music tour of Welsh schools that aimed at promoting a positive and contemporary image of the Welsh language to young people, as well as introducing the recreational opportunities available to them through the medium of Welsh. Around 14,000 young people benefited from a vibrant and professional music and media experience.

WLB continued to run a Community Music project with Community Music Wales which aims at increasing Welsh music activity at community level. The project encourages young people to engage with contemporary music in a positive way and provides them with opportunities to develop and utilise music skills. The project held gigs in areas where there weren't any at present and ran 8 training workshops and enabled 4 groups to release a CD.

The WLB has developed a partnership with the Welsh Sports Association to employ a National Co-ordinating Officer in 2005-06. The work will include

developing the Welsh language within the governing bodies that are members of the Association.

A Welsh language sub-group was established by the WLB's youth unit and with other partners, which will feed into the work of the North West Wales Outdoor Recreation Partnership. A review of terminology was in leisure and outdoor activities was conducted with a view to commissioning a terminology standardisation project.

Implementation of the **Strategy for Older People in Wales** is well under way by all local authorities and is supported by Assembly Government funding of £8m over 4 years up until 2006-07. Local authority strategy development plans were developed in consultation with older people taking account of the Welsh language preferences of older people in their area.

During the year we also issued national minimum standards for domiciliary care and re-issued standards for care homes for older people. The standards lay down the expected elements of such services that individuals should receive and enshrine the view that service users should be dealt with in a way that is appropriate to their cultural background, including their language preference. The standards, together with the relevant regulations in this area, are used by the Care Standards Inspectorate for Wales in their regulation and inspection of such care providers in Wales.

1.5.9 Raising awareness and profile

A Language for All campaign was held and completed in November 2004 to raise awareness of the Welsh language and to promote its use. The campaign was part of a **Marketing Strategy** approved by the Board and consisted of a television advertisement, billboards and printed material. The Board launched a website called Work, Play, Live¹² which provided basic phrases and information on the language. The Board launched a new brand in 2004-05.

During the year the Board has expanded considerably on its work with the **Private Sector** and has appointed two further officers to its Private Sector Unit. The Board continues with its hands-on approach and places an emphasis on working out in the field with companies, offering practical advice.

The Board has been working with the following national companies recently: Virgin Trains, Somerfield/Kwiksave, First Great Western and Morrisons. It has also been working in tandem with a wide range of SMEs, from the Welsh Whisky Company Penderyn, Equinox PR, Draig Technology Ltd. and Cardiff Arts Marketing to agricultural companies such as Wynnstay and Biotol.

As well as working with individual companies, the Board continues to raise awareness of the value of Welsh among the business community in general. It has generic business events planned for both the Royal Welsh Show and the National Eisteddfod and, in partnership with Barclays Bank and Edwards

¹² www.workplaylive.org

Geldard Solicitors, is staging two business networking events. In addition, a campaign to raise awareness of the value of Welsh to businesses is to run from September 2005 to April 2006.

The Business Grant (which helps SMEs to kick-start their use of Welsh) has increased to £40,000 this year.

In view of the success of last year's initiative, the Board has expanded on its provision of Meet and Greet courses for business reception staff.

The '**Welsh First**' campaign was expanded and held in 10 towns (Tumble, Ammanford, Fishguard, Cardigan, Lampeter, Machynlleth, Bangor, Llangefni, Llanrwst and Ruthin), compared with 7 the previous year. The purpose of the campaign is to demonstrate that Welsh language services are available, and it also provides an opportunity for the public to feel confident in requesting these services and using them. The findings from research on the 2004 campaign showed that it had succeeded in influencing target audiences, with nearly 40% of people who saw the campaign considering using Welsh first. 96 events were held, with over 9,000 people taking part in specific events.

New '**laith Gwaith**' (Working Welsh) materials were produced in 2004-05, including new badges for fluent Welsh speakers and Welsh learners to use in the workplace. The campaign is due to be relaunched in 2005-06.

The WLB's 2005 **Bilingual Design Awards** were held in Cardiff in February, and was the fifth such event. The Awards attracted over 1,000 entries with over 40 reaching the short list. The overall winner was the Welsh Whisky Company for the design of their Penderyn brand.

1.5.10 Language tools

A draft **Welsh Language and IT strategy** was completed and consulted upon in 2004-05. A major achievement was the launch in December of Welsh language interfaces for Microsoft Windows XP and Office 2003 – a result of a collaboration between Microsoft and the WLB. The Board also received the final report of Professor Harold Somers on 'Machine Translation and the Welsh Language: The Way Forward'. As a direct result of this the Board are now inviting tenders for the creation of an English-Welsh machine translation engine.

The partnership between the BBC and the WLB to enable vocabulary levels to be incorporated into the BBC Vocab¹³ system was also completed in 2004-05, and its implementation forms part of the next stage of rollout of the Vocab scheme. This stage also includes making the Vocab system available on any Welsh language website, starting with those of the Board.

¹³ www.bbc.co.uk/vocab

Microsoft Windows XP and Office 2003 Welsh Language Interface Packs

WLB and Microsoft announced a partnership in January 2004 following Microsoft's decision to produce software in Welsh as part of its ongoing commitment to enabling digital inclusion and opportunity.

There are 2 software packages – a Welsh language interface to the **Windows XP** operating system and a Welsh language interface to the **Office 2003** suite of applications (Word, Excel, PowerPoint, Outlook). In both cases, the software sits as a “patch” on top of existing versions of the software. The translation of the software into Welsh was funded by Microsoft.

The software is available free of charge, and is available to download from the WLB and Microsoft websites. The WLB have also made the software available on CD ROM.

In 2004-05 the WLB, in partnership with the Association of Welsh Translators and Interpreters, produced a draft **National Translation Strategy**, which will go out to consultation in 2005-06.

1.5.11 Culture and Arts

Both **Urdd Gobaith Cymru** and the **National Eisteddfod** received further substantial increases in grant funding during 2004-05. The Assembly Government allocated an additional £200,000 to the National Eisteddfod through the WLB to help stabilise its financial position. This was on top of the original grant in aid of £360,000 representing financial support of £560,000. Funding for the Urdd increased to £535,600 from £435,000 the previous year. The Assembly Government also allocated a further £15,000 to the Urdd to upgrade its Welcome stand at the Urdd Eisteddfod and associated marketing materials.

In the **broadcasting** sector, in our responses to Ofcom's Public Service Broadcasting Review and the BBC Charter Review¹⁴, we emphasised the importance of Welsh language public sector broadcasting to our vision of a bilingual Wales.

The Economic Development and Transport Minister Andrew Davies launched a new Creative Industries Strategy. Part of the Strategy is to establish an **Intellectual Properties (IP) Fund** of £7m which will provide gap funding for individual creative IP projects, such as a TV series or film, based in Wales. Welsh language projects will be represented in all parts of the Strategy.

The Welsh Assembly Government's Task and Finish Group on **Publishing** in Wales (March 2002) recognised the need for additional funding for Welsh-language publishing. An additional sum of £250,000 was allocated in 2002-3, rising to £300,000 in 2003-04 and £500,000 in 2004-05. This funding has

¹⁴ www.wales.gov.uk/subculture/content/ofcom-review-pstb-e.pdf;
www.wales.gov.uk/subculture/content/ofcom-pstv-assembly-resp-e.htm;
www.wales.gov.uk/subculture/content/broadcasting/ofcom-p3-response-e.pdf;
www.wales.gov.uk/subculture/content/bbc-charter-review-e.pdf

already shown results with an overall increase in sales of 16% for Welsh language books in the year 2004-05 compared with the previous year. Increases in individual categories include novels (6.7%) and biographies (8.02%).

The additional £500,000 allocated in 2004-05 allowed the Welsh Books Council to fund a number of projects which included:

Support for Authors (£210,000): Grants of £5,000-£10,000 awarded for the main commissions, for which there is open competition, and publishers are given budgets for smaller commissions. A total of 21 books awarded the main commissions under the scheme since July 2002 had been published by December 2004, and a further 30 are expected within the next 2 years. An extra £30,000 was allocated to the scheme in 2004-05 for awards to illustrators. The first 5 books to be awarded these grants are due to be published in 2005-06.

The Council continued to support posts for creative editors in each of the 6 programme publishers.

Booksellers (£40,000): Grants were awarded to 22 independent booksellers for sales promotion or the development of ICT facilities. Part of the budget was also spent on ICT training.

Appointments (£80,000): The Council continued to support posts for creative editors in each of the 6 programme publishers.

Audio-books (£30,000): Support was given for the first time to audio-books. 10 were published by the end of March 2005.

Marketing (£75,000): A small fund for marketing was available for the first time in 2004-05 and the money was spent in accordance with the priorities of the Joint Marketing Strategy. During October 2004-March 2005 over 20 book launches and author tours were supported, and a professional publicist was engaged to create publicity for twenty titles. Work also began on a knowledge warehouse for the book trade, supporting a part-time post with Cwlwm y Cyhoeddwyr (Publishers Link), and some generic advertising.

(The sums indicated are those allocated in the budget. Final spending may vary slightly from these.)

In its first full year of operation, **Theatr Genedlaethol Cymru** (the national Welsh language theatre company) staged productions of *Yn Debyg lawn i Ti a Fi*, *Romeo a Juliet* and *Plas Drycin* in theatres throughout Wales and its tribute to the playwright, John Gwilym Jones, played to packed audiences at Theatr y Maes at the National Eisteddfod. Over 10,000 people attended the company's productions during its first year. Alongside the performances the company offered pre-show sessions for Welsh learners to introduce them to the themes in the plays to help their understanding and enjoyment of the productions.

The company is funded by the Welsh Assembly Government and ACW, and received an annual award of £1 million in 2004-05 supplemented by a further £38,175 towards the costs of setting up the company. It also receives support from Carmarthenshire County Council.

Theatr Genedlaethol Cymru is at present based at the Millennium Coastal Park in Llanelli and plans are progressing well for establishing a permanent home for the company in Carmarthen.

The **Wales Millennium Centre (WMC)**, which opened in November 2004, has met with the WLB and WLU to discuss its bilingual services. WMC are preparing a Welsh Language Scheme which will be submitted to the WLB in the summer of 2005 following a period of public consultation. All WMC promotional material is published bilingually. Disney's Winnie the Pooh show that was staged in WMC in early 2005 contained some elements in Welsh for the first time ever. The Urdd Eisteddfod was held there in May 2005.

**A Study of the Preliminary Phase of the Welsh Assembly
Government 'Primary School Free Breakfast Initiative'**

Joan Roberts (Independent Health Education Consultant)
Simon Murphy, (Senior Research Fellow)

**Cardiff Institute of Society, Health and Ethics. Cardiff
University.**

Commissioned on behalf of and published by the Welsh Assembly
Government

Date: April 2005

Contents

Executive Summary.....	3
Introduction.....	5
Methods.....	7
Results.....	9
1. National Implementation.....	9
2. Local Authority Implementation.....	14
3. School Implementation.....	16
4. Future Implementation and Sustainability.....	23
5. Conclusions.....	28
6. Recommendations.....	30
Appendices	
1. Questions for National Assembly Staff.....	32
2. Questions for Local Authority Representatives.....	33
3. Schools Questionnaire.....	34

Executive Summary

Background

The Welsh Assembly Government aims by January 2007 to provide all children attending maintained primary schools in Wales with the opportunity to receive a free, healthy breakfast. This initiative is being piloted in stages, with funding assured until 2008. This report presents the findings of a process evaluation of the first of these stages. This commenced in September 2004 and involved forty six schools from nine local education authorities across Wales introducing free breakfast provision. This preliminary evaluation is part of the preparatory work for a cluster randomised trial of the second stage of the free breakfast initiative, which commenced in January 2005.

Methods

Semi structured interviews and questionnaires were administered with those responsible for the implementation of the scheme at the national (n=2), local (n=9) and school level (n=37). A number of school visits (n=6) were also conducted. The study aimed to identify factors that may improve the implementation of the scheme for schools involved in future stages of the scheme, and to develop and pilot process data collection methods for use in the larger study. This report presents key findings relating to the first of these aims. These relate to national, local and school implementation and the future sustainability of the scheme

Results

National implementation

Respondents at local and school levels commented positively on the provision of guidelines and the approach of the national team to consultation and advice giving as the programme was rolled out. Due to the timing of the study, views on the implementation of the scheme were as yet not fully formed, but some concerns were raised about the level and continuation of funding.

Local Authority implementation

Respondents at school level commented positively on the support they had received from their Local Authority representative. The national team felt that enthusiasm for the initiative by the Local Authority representative was the key to success and that the role was strengthened if other interested parties across the authority were working with them. For their part, local representatives identified time and managerial support as important. There is a view within local authorities that integration with other food provision needs to be examined.

School implementation

There is a great deal of enthusiasm for the initiative amongst early adopters in schools. The pilot phase has allowed schools to experiment with the details of their scheme and this flexibility appears to influence successful implementation and sustainability. There seem to be positive aspects to both Local Authority and school based provision. A few schools are running a short session which just allows time to feed children but the majority are providing longer ones. These allow time for social interaction and for a variety of activities. The latter provide a 'value-added' element but could be considered to include childcare provision. Schools appear to be offering the food choices as recommended. The provision of a free breakfast is not seen as a

stand alone initiative, but one that supports other school based health promoting activities.

There is a wide range in the levels of attendance at schemes and most schools feel that they are attracting at least some of the pupils that really need it. Staff perceive that pupils attending the free breakfast scheme in schools are benefiting from it. Even in the initial stages of implementation, staff identified outcomes relating to health behaviour and psychosocial health and learning. The perception of schools is that parents are helped financially with pupils having a free breakfast but the major impact of the scheme seems to be in relation to childcare provision for working parents.

Future implementation and sustainability

Continued national funding was seen as an imperative for the scheme to continue. There was some concern over the appropriateness of resourcing this initiative compared to others but the majority expressed support at Local Authority and especially at school level.

Recommendations

At this stage and keeping in mind the aims and timing of this research and the possibility of response bias, a number of tentative recommendations can be made.

- The good practice within the national implementation programme should continue, although it should now draw on the experience of Local Authority and school staff participating in this pilot phase.
- The key role of the Local Authority representative should be explored in terms of the elements that can help and constrain them, particularly as more schools come on board. Ways of encouraging and supporting cross-departmental working need to be considered.
- Variation in school level implementation needs to be identified and good practice shared. This could be done through documentation, workshops or the website. It would be worth considering ‘buddying’ schools and the role of the ‘Welsh Network of Healthy Schools Scheme’ in this dissemination process
- Integration of the breakfast scheme within school health promotion programmes and the nutritional curriculum needs examination as does its relationship to other school food provision such as fruit tuck shops, milk provision and lunches.
- The strengths and weaknesses of Local Authority versus school based breakfast provision needs to be explored further in the light of levels of funding and staffing.
- Teachers perceive a range of benefits associated with the scheme for both pupils and parents. These need to be examined with a representative sample and the use of outcome measures.
- Good practice in promoting and encouraging the attendance of those most in need of breakfast should be highlighted and shared. There should also be some examination of non attendance at schemes.
- The resourcing issues relating to the funding of food and staff need to be discussed further by the Finance sub-group and the potential impact of workloads of all staff involved reviewed.
- These issues should be explored in the larger evaluation study as the scheme enters the next phase.

A Study of the Preliminary Phase of the Welsh Assembly Government 'Primary School Free Breakfast Initiative.'

Introduction

The Welsh Assembly Government has made a commitment to provide all children of primary school age, registered in maintained primary schools in Wales, with the opportunity of receiving a free healthy breakfast by January 2007. Funding of £1.5 million has been allocated for the financial year 2004-05, £3.5 million for 2005-06 and £8.5 million in 2007-8. The initiative is intended to help improve the health of pupils by encouraging them into a healthy pattern of eating for life, but also to help their concentration and assist in their learning. It is not intended to replace breakfast already provided by parents, but to allow those that have not had breakfast to have one at school. Its aim is to complement work being done on healthy eating through the Welsh Network of Healthy School Schemes.

The initiative is being introduced incrementally on a pilot basis, targeted at schools either located in, or serving 'Communities First' areas in Wales in the first instance. It is being taken forward by a team based in the Departments of Training and Education and Health Promotion at the Welsh Assembly Government. They have accessed support and advice from an Internal Project Team within the Assembly and external stakeholders with an educational and nutritional brief.

To launch the scheme, meetings were held with Directors or Deputy Directors from the twenty two education authorities in Wales. Twenty of them expressed a wish to be involved. As the Project leader for the implementation of the initiative said:

'We thought we would pilot with two or three [local authorities] but the response was so positive we've gone for the nine in this first stage.'

These nine Local Authority areas include three in the West of Wales (Carmarthenshire, Pembrokeshire and Neath Port Talbot); three in the South (Caerphilly, Merthyr Tydfil and Cardiff); and three in the North (Anglesey, Wrexham and Denbighshire). It was the role of the Directors of Education in each of the nine authorities to nominate a representative to take the initiative forward within their L.E.A. This would require them to link with the schools, other interested parties in the authority and the Welsh Assembly Government. All representatives chosen had catering as part of their remit. They included Catering Managers, those responsible for commercial services and a Head of Service for Education.

Across these authorities, 51 primary schools from 'Communities First' areas were selected by officials from the Welsh Assembly Government and agreement sought to implement the Free Breakfast Initiative as soon as possible from September 2004. In eight of the nine local authorities selection was randomised, which meant that forty

six of the fifty one schools were randomly selected. Due to the amalgamation of two schools and four others deciding not to continue, forty six schools were prepared to introduce the scheme in the autumn term of 2004.

It was the aim of the Assembly Government that the scheme be moved forward with evidence. To support this, a cluster randomised trial was commissioned to examine the implementation and effects on pupils, of providing free breakfast in schools. The trial was to be based on a second wave of schools adopting the initiative from January 2005. Cardiff Institute of Society, Health and Ethics (C.I.S.H.E.) at Cardiff University was awarded the contract and commissioned to undertake an independent evaluation.

The tender included a period of pre-trial preparatory work. This included a preliminary process evaluation of the schools which began the scheme in September 2004. This report presents the findings of that preliminary evaluation conducted between September and December 2004. Its aims were:

- to identify factors that may improve the implementation of the scheme for future schools, including those in the cluster randomised trial and
- to develop and pilot process data collection materials for use in the larger study.

Methods

To gain an overview of the initial implementation phase of the Primary School Free Breakfast Initiative the views of national, local and school representatives were sought. This covered those responsible for the implementation of the scheme in the Welsh Assembly Government, those responsible for roll-out in the nine Local Authority areas and appropriate representatives identified by the schools as responsible for setting up the scheme.

National implementation

Face-to-face semi structured interviews were conducted with the two National Assembly staff responsible for the scheme in September 2004. The interview schedule was based on issues arising from scheme guidance documentation, but was open enough to allow emerging issues to be explored. Interviews were taped and in writing up, prominent themes were noted. Due to the pilot nature of the study, these themes were not confirmed by a second independent researcher. This provided an understanding of the context for the planned roll out of the initiative. (See Appendix 1 for questions used).

Local Authority implementation

A semi-structured questionnaire was administered over the telephone with the local representative for all nine local authorities during October and November 2004. The questionnaire was informed by data obtained from interviews with Assembly Government staff and guidance documentation. It was developed through attendance at meetings and workshops arranged by the Assembly Government for Local Authority representatives (See Appendix 2 for questions used). Interviews were taped and again, prominent themes were noted.

School implementation

Postal self completion questionnaires (See Appendix 3) were designed to assess the experience of setting up the scheme in schools. Data obtained from local and national representatives and school guidance documentation informed structured questions. Open-ended questions were also used to identify issues pertinent to teachers. Responses to open-ended questions were examined for prominent themes.

Questionnaires were administered after schools had had at least three weeks experience of running the scheme. They were completed by the nominated school representative; the majority were head teachers. Due to reporting deadlines, schools were only included in the study if they had set up a breakfast initiative by the week ending November 19th 2004. Thirty nine of the forty six schools qualified. Eighteen schools were in the West Wales area (Pembrokeshire, Carmarthenshire and Neath Port Talbot), 15 from the South (Merthyr Tydfil, Caerphilly and Cardiff) and 6 from the North (Wrexham and Denbighshire). No schools from Anglesey participated due to the timing of their start up. Thirty five completed questionnaires were returned by post or were administered by telephone, if that was a preferred option. Due to school time commitments, two non responding schools agreed to talk through the main

implementation issues that had arisen over the phone. These were incorporated into the report. After reminders, this left only two of the thirty nine qualifying schools that failed to provide any information.

Data from the completed questionnaires were used to purposefully sample six schools where emerging research issues could be examined in more detail. These schools were visited by the researcher to observe the breakfast provision and to talk to key staff members, parents and between 3 and 14 pupils in each school. Written notes of responses to questions were taken during informal interviews and observations made. The purpose of the visits was to see the initiative in action and to illuminate emerging research themes. Table 1 shows that the schools covered the three geographical areas involved in the initiative. In addition schools were selected taking account of pupil numbers, uptake of breakfast and difference in breakfast provision. Overall pupil numbers in study schools ranged from 20 to 547 and self-reported take up of breakfast from 8% to over 80%. In 31 of the 39 schools, the Local Authority Catering Department organised the food provision, with the remainder organising it themselves.

Table1: Characteristics of schools visited

Area of Wales	Pupil Numbers	% uptake (self-reported)	Provision of food
West	29	80+	Catering Dept.
West	254	30Infants/42 Junior	Catering Dept.
West	128	10	Catering Dept.
South	240	27	School
South	324	23	School
North	73	45	Catering Dept.

Results

The following section outlines key findings in relation to the implementation of the free breakfast initiative at the national, Local Authority and school levels, as well as issues concerning future implementation. The views of respondents in national and local government and schools are compared and contrasted. For school implementation the focus is on staff accounts of how the scheme was currently being delivered. Given the nature of the study, coverage of pupil and parental views is confined to those schools visited. Throughout, an attempt has been made to illuminate quantitative findings by presenting relevant qualitative results from open ended questions, interviews and school visits.

1. National Implementation

1.1 Welsh Assembly perspectives

Officials within the core team of the Welsh Assembly Government were tasked to introduce the Free Breakfasts Initiative. To achieve this they have accessed support and advice from staff within the Assembly through an Internal Project Team. This team included officials from Health Promotion Division, Children and Families, Communities First, Agriculture, the Welsh Procurement Initiative, Statistics and a Special Advisor, as well as representatives from Department for Training and Education. An external reference group of key stakeholders has also been involved, including representatives from organisations such as unions (representing staff involved in the scheme), the Association of Directors of Education in Wales, the Local Authority Catering Association and Clybiau Plant Cymru.

An initial Cabinet request was to set up the scheme by September 2004. However, it was felt that the exact start dates in schools were not within the Assembly's control and a concern was that *'it should be comfortable for all schools.'* One school started on 6th September but the majority were up and running between the end of September and early November. There were seven schools that had an even later start: four schools in one authority due to concerns over funding issues; another two that had difficulties sorting out Service Level Agreements for staff in the change over from a community based initiative to one in the school; and another infant school which was to be bought on board on a staggered basis within the same scheme as its feeder junior school.

Given concerns regarding the period of run in for the scheme, Assembly team members developed a support system and engaged local providers in a programme of consultation. This included the production of a set of programme implementation guidelines, described as a

'Light touch set of guidelines. We need to know...the guidance is accurate and really free standing.'

They were produced by the national team with advice from the Internal Project Team, external reference group and drew on experiences from local schemes in the rest of the U.K. The food options that appear in the Guidance arose through consultation with

health promotion specialists and pupils in School Nutrition Action Groups across Wales. They were amended in light of comments drawn from consultation with Local Authority representatives and some schools. This guidance has also been put on to the Assembly Government website with press releases, answers to frequently asked questions and links to other useful sites. It also includes downloads of activity sheets. The aim was to make the site *'user friendly.'*

Two workshops were also organised in May and June of 2004 to consult and provide guidance for interested parties from local authorities. Authority representatives could also bring interested head teachers. The two events had distinct purposes:

'In May they expected us to tell them exactly what the scheme was about. In fact we wanted their views. In June it was information to be given – more focused.'

The national team's role relates not just to support and guidance but also to the funding of the breakfast initiative. The team make payments through a grant scheme. The Local Authority is responsible for administering the funding to the schools. It includes an amount towards the administration incurred for this and money for schools to cover operational costs, supervision, preparation and food. Views on this aspect of provision are discussed below.

1.2 Local Authority perspectives

Examining responses from Local Authority representatives shows largely positive comments on the support from Welsh Assembly Government, which one respondent characterised as *'second to none'*. Whilst another stated that,

'This is a very difficult initiative, and the support that we have had from the Assembly and the documentation has been excellent. If you ring they are always there at the end of the phone; if they are not there they get back to you'

The majority of positive comments, related to the Scheme Guidance Document, which was mentioned by eight of the nine local representatives. Comments included the fact that it was *'Easy to follow, not the usual Government difficult language.'* and that it was,

'One of the better documents I have seen come out of the Assembly... People were listened to and their views reflected.'

However, it should be noted that one did think that the language could be improved, stating that,

'They are there [all important points] but it is not idiots' English. They have not made it easy.'

For the workshops, a minority expressed an initial misunderstanding of their purpose. It would appear that whilst some wanted to question the validity of the scheme. *'They listened, allowed us to get things off our chests.'* Others however, expected details of

implementation to be given; a point highlighted by the Welsh Assembly staff. One representative explained:

'In the early ones, I had unanswered questions. Once we consulted on the Draft Guidance it was excellent. At the end I understood why they had to go through the process they did.'

However, the subsequent workshop was praised by the majority of the Local Authority representatives (6), with one stating that it was,

'Pleasing to see that concerns and comments raised had been addressed and changes made.'

'I took all the heads of the pilot schools. It was helpful for them to talk through potential difficulties.'

Although representatives were generally positive about the support and consultation programme, concerns were raised about the timing of the implementation and specifics around funding. Six local authorities felt that it was difficult to get schools started at the beginning of the autumn term. One commented that:

'Starting in September meant we had to start the process at the end of the Academic year; this proved very difficult. Delays were inevitable.'

'Better consultation prior to it would have been helpful. It was rushed in, being rushed. Better consultation would have ironed out the cracks.'

For the majority (7) of representatives there were concerns related to different aspects of the funding of the scheme. This arose in interviews and was also reflected in the agreement to establish a Finance sub-group at the workshop on November 12th. There were particular concerns around the cost of food for breakfasts:

'I would have liked more than 25p to play with, especially at the beginning to trial different foods.'

'If you want to get the children to taste a wide selection of foods, then there will be a cost implication.'

Five respondents also raised concerns regarding the funding of staff. There was a view that staff involved in the delivery of the scheme should be paid the same rates as they get in their other roles such as catering staff or Learning Support Assistants. This was seen as meeting the high expectations set by NOF funded breakfast clubs and recognising the responsibilities of the Senior Supervisor. One representative also brought up the following point:

'As soon as staff are on conditions specifically for the Breakfast Scheme, over two years in employment, there is a redundancy commitment on the Local Authority.'

Whilst another felt that the amount given to each authority to administer the scheme did not cover all of the work involved:

‘Monitoring, payroll, forms, IT Database, audit trails and CRB (Criminal Records Bureau)) issues.’

This resulted in one respondent arguing for a review of costings following the pilot scheme,

‘A pilot is a pilot you shouldn’t be given a level of money to do it with. You pilot the service and then work out how much it is costing, see if it is cost effective. Not put on a service that is brand new but you can’t go over a certain sum.’

1.3 School perspectives

The views of the schools on the support provided by the team at the Welsh Assembly Government can be seen most clearly through the questionnaire data (Table 2)

Table 2: Ratings for initiative support structures

Support structures	Not used	Very useful	Quite useful	Not Sure	Not that useful	Not useful at all	n
Consultation / Workshops	6	6	12	2	1	1	28
Scheme Guidance Document	1	12	18		1		32
Scheme Website	18	1	6	1	1		27

Table 2 shows that those responding had a similar view to authority personnel and are very positive about the national support that has been received. As one head teacher put it:

‘The very clear W.A.G. advice has been a real help in setting up this new scheme.’

The Scheme Guidance Document appears to have been particularly helpful. In one of the schools visited the head teacher felt it:

‘Covered everything I needed to think about’

This would provide one potential explanation as to why so many schools had not accessed the Website for information.

The workshops also seem to have been useful for most of the schools, although there were a few negative comments. Six people who filled out the school questionnaire said that they had not had access to the workshops. With some noting that it was only the head teachers that attended the workshops, not those that were having the day-to-

day responsibility for running the scheme. One respondent raised issues concerning timing:

'It would have been good for the workshops to have been held a couple of months earlier and gone on from there. Five weeks before the end of term, is not feasible for September.'

The concerns around the rapid start to the scheme raised by authority staff were echoed in only a minority of schools (4), who mentioned the fact that the *'speed it had to be put into action did not help.'* and that *'The timing hindered the set up. There were a lot of things to deal with – caretaking etc.'*

It is interesting to compare the responses of schools around the issue of funding to authority representatives.

Table 3: Perceived adequacy of initiative funding

Initiative funding	More than adequate	Quite adequate	Not sure	Less than adequate	Not adequate at all	n
Administration	4	12	6	4		26
Food	6	8	10	4		28
Supervision	6	13	7	2		28
Ease of Access to Funds	3	9	11		4	27

Table 3 shows that there was a reasonably positive view of funding levels, although it should be noted that a significant number 'weren't sure' about some aspects; this could reflect the fact that in many cases it is the Local Authority that is taking on the responsibility of buying food and paying staff. In addition, the fact that the scheme was still in its infancy may have influenced responses. Indeed a few schools (5) commented that *'it was too early to say'* or that *'the scheme hasn't run for long enough.'* to be able to answer such questions

The majority of respondents rated funding for food as quite adequate. Any additional comments that were made concerning funding for food were from schools that catered for breakfast themselves. One respondent stated that

'It seems to be enough money if you are allowed to shop – couldn't if you order through the County.'

However, one school highlighted problems when the Catering Department was not involved. This arose because the projected numbers were higher than actual numbers of pupils that attended the scheme:

'The school paid for the refurbishment of the room. Money for setting up is not sufficient if you're setting up from nothing – costs of furniture etc. Trouble comes because schools have had to buy furniture etc. based on the interest shown not actual figures turning up. In mine that was less'

In one school which ran its own food provision, children were able to eat as much as they wanted a policy that the head teacher felt very strongly about, although she was not sure if the budget would cover that. Others spoke about the difficulty of offering such a range of foods.

Funding for staff supervision was seen by the majority as quite adequate. Turning to additional comments, shows that whilst one head teacher stated that *'funding for appropriate staffing is appreciated,'* two respondents stated that:

'There is not enough money in the scheme to cover staffing costs.'

'The costs are prohibitive – we need extra staff to deal with statemented pupils, so employ 4 for approx. 30 pupils – far too expensive.'

For most schools the fact that the local authorities are claiming money on their behalf was viewed positively and this could explain the high numbers who were not sure how easy it was to access funding. However, for one respondent there was concern about the circuitous route that the school had to go through to get money:

'Funding should have been allocated directly to school- a separate account set up and audit made for return to Assembly.'

It also became clear during the visits to the school that certain costs were not being allotted to the Breakfast Scheme and that others were hidden. In one, staff members were taking home all of the cloths and tea towels to wash at home. In another, the NOF funded breakfast club was paying for bin liners and cleaning equipment as well as travel costs for the Supervisor to buy food and other items. Even in services run in the school kitchens one cook did say that cleaning equipment was from general stock.

There were other issues brought up by individual schools which impact on funding which will require further investigation. These covered insurance, energy costs, cleaning contracts and caretaking costs. There was also a school who lamented the fact that they had lost the income they had derived from their own breakfast club.

2. Local Authority Implementation

2.1 National Assembly perspectives

It was felt that a wide range of people and organisations with an interest in food and health issues in schools had been involved in the development of the scheme from the start and that this should continue. The team also felt that the enthusiasm of the Local Authority representative was crucial as it *'has a massive impact on how successfully the scheme is rolling out in each authority.'*

However, a concern was raised that the person nominated by the Director of Education may be working in isolation and did not have access to other relevant expertise within the Local Authority. There was also a potential difficulty regarding organisational relationships with Local Authorities, *'It is difficult working with people that you have no direct relationship with...you are one step removed.'*

2.2 Local Authority perspectives

The staff that were given the responsibility to support the schools within the initiative all had a job that related to catering and so most (8) felt that promoting the scheme fitted well with their jobs, *'It is food orientated so it was the obvious place for the initiative to fit in the authority.'* There were exceptions to this, with one representative having competing responsibilities,

'I do have many different things to do. In other Authorities there are people who concentrate more on school meals. I can only give the minimum.'

In addition, whilst one person felt that the role sat well with their catering job, they had concerns about getting schools to listen. However, by involving the healthy schools representative, they had managed to get into schools without any difficulty. Overall, respondents felt the key to its success was their commitment and hard work, with one stating that:

'It has worked purely because, as with every Local Authority in Wales, we wouldn't not make it work. The partnership arrangement ...we have with our heads and schools and ourselves has made it work.'

There was some variation in how the scheme was supported across authorities, suggesting a need to share good practice and advice in the future. For example, one respondent described how:

'We are looking to set it up with as little responsibility for schools as possible. If it is left to schools it won't happen, lots of other work, lots of possible pitfalls. We are trying to set this up as centrally as possible.'

One representative has developed a support pack showing where schools can get equipment and food as she was not confident of the schools' level of knowledge of quality and safety issues in obtaining food.

Despite concerns being expressed by Assembly staff regarding integrated working , three respondents highlighted a partnership approach,

'We very much take this as a partnership. Healthy Schools Co-ordinator, Dieticians in the NHS, in fact partners on the Local Health Alliance. The nutrition sub-group is very strong.'

However, difficulties had been encountered elsewhere, *'I wanted human resources, transport to school, crossings, finance to be involved. It has not happened.'*

2.3 School perspectives

School views on Local Authority support were very positive. The majority (18) felt that it was very useful, with another (14) rating it as quite useful. These views are reflected in references to the *'The excellent support provided by the Catering*

Department. and the fact that *'The centralised admin means that there is no burden on myself at all.'* *'LEA takes care of it.'*

There were only two negative responses, one of whom felt that the support had been not at all useful.

'School [had to take] over the organisation at the last minute although the understanding was that the Local Authority would take care of this'

Whilst another one pointed to a concern for the future:

'There is only one [local] person to call for answers. They will become too busy soon and the system will fail.'

3. School Implementation

There is great variety in how schools implement the Free Breakfast initiative, these differences relate to timing, location, food provision, integration, staffing, uptake and perceived impact.

3.1 Timing

The flexibility that schools have in the way that they choose to implement their schemes is reflected in start times and the length of time they run. The earliest start time is 7.45 a.m. and the latest 8.30 with the majority starting between 8.00 and 8.15. The earliest finish time is 8.30 and the latest 9.15 with the majority finishing between 8.45 and 9.00. Exceptions to this are a very large primary school that has found that it can't feed all the pupils before school starts, so food is served during the school day, and two Nursery schools that provide breakfast after 9.00a.m. Table 4 shows a similar variation in the length of provision

Table 4: Length of time for breakfast provision

	Over 60 minutes	50-60 minutes	40-50 minutes	30-40 minutes	20-30 minutes	10-20 minutes
No. of schools	1	11	9	9	3	2

Issues that appear to impact on the timing of the scheme relate to access and the numbers that need to be catered for. As one respondent put it,

'The flexibility of serving up until 9.00 allows children bought in by taxi and minibus to get food.'

Whilst another stated that:

'At present it starts at 8.15. However there is always a queue of parents and children waiting to come in. I hope to make it 8.00.'

Additional influences include whether the school feels it is important to offer the pupils activities as an integral part of the initiative. This seems particularly true in schools which had a previously funded breakfast club.

3.2 Location

In most of the study schools (n = 31) the breakfast is provided by the Local Authority Catering Department from the school kitchen. The majority of schools therefore site their scheme within the school dining hall, with the same tables and chairs that are used at lunchtimes. In this way the kitchen is well equipped and the breakfast scheme does not have to pay out for basic equipment. The dining areas are often in the heart of the school building, in the proximity of head teachers and other teaching staff. Dining halls also usually accommodate a large number of pupils. For some schools with large numbers this has been advantageous, but when take up of breakfast is low it is hard to create a welcoming environment.

Schools visited have made an effort to create a welcoming environment, with some putting flowers on the tables and many providing brightly coloured plastic bowls, tumblers and plates bought especially for breakfasts. In one school a range of drawing and reading activities were available in easy to store plastic boxes. In some schools (n = 20) it appears that the dining hall is also the main school hall. In some instances this has led to difficulties, particularly as it needs to be cleaned and ready for use at the start of the day. Indeed, one school felt that a major reason for the success of their breakfast was because they had a separate dining room.

The schemes that are not reliant on school kitchens have the flexibility to be sited in different areas, such as family and community rooms or even specially converted rooms exclusively for breakfasts. These are most prevalent in schools that have run a breakfast club in the past. One of the main advantages of having a dedicated space is that it can be made into a specific breakfast 'café', with tables that don't have to be packed away and with storage for a large array of activities. This can then provide the school with additional space for the rest of the day; for example health visitors use it in one school. One potential difficulty with these rooms is that they are often away from the main hub of the school. In one scheme that was visited, the supervisor carried a mobile phone with the school office number already in so it was only necessary to press redial in case of emergency.

3.3 Food provided

It appears that all schools are following the guidance, giving the children the option of one item from the following food groups: milk based drinks and products, non-sugar coated cereal, fruit (including unsweetened juice) and bread. The majority of schools offer cereal with milk, toast and fruit juice and either fresh, dried or tinned fruit. Two cooks that were interviewed during the school visits said that yoghurt seems to be something that pupils like but is too expensive to offer on a regular basis. Speciality breads again were only listed as being offered in two schools and in one school that was visited, muffins were a very popular choice. It appeared that although there are funding implications for offering such a range, it is possible to provide and was

proving popular with the children. Indeed two school cooks commented on the lack of waste and the enthusiasm which the children showed towards their chosen food.

However, a small minority (3) mentioned that they offered food not mentioned in the Guidance: hot chocolate was given in two as staff felt that there was a need for a warm drink; squash was listed as being provided in another school. Concern was expressed by a few children who were interviewed in schools about being given cereal without sugar.

‘I would like sugar on my cereal, but it is meant to be healthy.’

One supervisor mentioned at the start of the scheme:

‘One child bought in sugar in a clear plastic bag and gave it to others – it could have been anything – it was good for discussion.’

3.4 Integration of the scheme

In terms of integration with other initiatives, an important feature as stated in the Scheme Guidance Document is that:

‘The initiative complements work already being done on healthy eating and nutrition through the Welsh Network of Healthy School Schemes.’

This is something that was seen as the rationale of providing breakfast by the majority of Local Authority representatives (6), as one stated:

‘We have set this up on health improvement grounds. This is an important step. We want schools to adopt a whole school approach to Nutrition. Breakfast is one more link under that umbrella. Links with milk, tuckshop, improved lunches’

The importance of integration is also reflected at the school level. Table 5 highlights that for those responding, the majority felt the scheme integrated most successfully with the Healthy School Scheme followed by fruit tuck shops and curriculum coverage.

Table 5: Breakfast scheme integration within schools

School initiative	A great deal/ Quite a bit	Quite a bit	Not sure	A little	Not at all	n
Fruit tuck shop	12	7	1		2	22
Healthy Schools Scheme	15	7	1	2		25
Curriculum coverage of nutrition	11	6	4	2	1	24

Individual schools also mentioned the link with After School Clubs, Midday Clubs and having water coolers in school. The majority of schools were already involved in health promoting initiatives such as the local Healthy School Scheme and fruit tuck shops. It would appear from the visits undertaken, that a number of schools view the Breakfast initiative as the next phase of this scheme. It is also worth noting that one school saw the initiative as strengthening the caring ethos of the school. In another it was the community focus that was enhanced:

'It is a valuable community extension of the school's importance and responsibilities.'

3.5 Uptake

The lowest proportion of pupils that currently attend the free breakfast in school (as recorded by schools in the questionnaire) was 8% and the highest (other than the 100% recorded by Nursery schools running it as part of the school day) 'more than 80%'. The majority of schools recorded uptake between 15% and 33%. This has to be looked at in relation to the size of the schools in this pilot phase, with pupil numbers ranging from 29 to 547. In the vast majority of schools (28) the attendance has stayed reasonably constant with only three schools saying they felt it fluctuated. In one case this was put down to: *'Limited choice of cereals and weather!'*

In another two, numbers had steadily decreased. The reason offered for this was:

'The novelty value and as the mornings have been dark, weather inclement – children not coming to school earlier.'

The schools aimed to attract pupils to the scheme by using a variety of promotional tools. The majority felt that a letter home (27), with 24 of these taking the letter from the Assembly Guidance Document and word-of-mouth (24) had been most successful. Assemblies and Posters had also been helpful in encouraging pupils to try out the scheme and were used by 18 and 14 schools, respectively.

A roughly equal split of male and females were reported as attending. The majority of schools have a range of ages attending, although four schools did say that their scheme attracted older rather than younger pupils. One school that was visited felt that this was because older pupils were able to come to school on their own. In terms of the socio-economic background of the pupils who attend the breakfast provision there was some variation in responses. Sixteen schools felt that those from lower socio-economic groups attended, with comments such as:

'All our pupils fit into this category'

'We are getting those that need it, but there are more out there too. Some parents feel that it shows that they can't look after the children, so we are trying to break that down.'

Fourteen schools thought the scheme attracted pupils from a variety of backgrounds. However, two schools perceived pupils from higher socio-economic background were

more likely to attend because parents were more motivated and it supported their work patterns:

‘It was the intention to target those we know don’t have breakfast. But if they [parents] can’t be bothered to make breakfast, they can’t be bothered to bring the children to school early.’

‘Working parents have availed themselves of this service. It appears to offer them an inexpensive childcare facility.’

3.6 Impact on pupils

Perceived benefits during the initial start up of the scheme were most likely to be seen in relation to nutrition and health. These were followed by those relating to behaviour, concentration and attendance. Far fewer respondents perceived an impact on the uptake of other food provision in school. It will be interesting to see whether these perceived benefits are observed in outcomes measures in the main study as the scheme develops and involves a greater number of schools

Table 6: Teacher perceptions of initiative impact on pupils

Impact on pupils	A great deal	Quite a bit	Not sure	A little	Not at all	n
General behaviour in school	4	12	10	4	2	32
Ability to concentrate	4	12	11	2		29
Eating a healthy diet	12	13	2	3	1	31
Positive attitudes to healthy eating	10	15	1	5		31
General health and well being	9	9	5	4	1	28
Not missing breakfast	14	10	4	1		29
School attendance	4	9	9	2	6	30
Tuck shop spending	1	3	4	4	10	22
Uptake of school lunches		1	4	5	18	28

These ratings are reflected in the comments from some schools, which suggest that they have children that are getting a breakfast for the first time. Others commented on the fact that the children are being given a really healthy breakfast.

‘It is really fulfilling a complete need, getting a lot of children who would not be having breakfast.’

‘Anything that puts healthy food into children must be good.’

‘It offers a more comprehensive breakfast than at the Club run before.’

Indeed, children observed at the schemes that were visited all seemed to be eating and appreciating what was on offer. As one boy said:

‘I like the food. I think the cooks are good cooks!’

Two parents interviewed felt that it was having a knock on effect of making their children try different foods. A cook also felt that pupils were keener to eat lunches. One head even felt that children's *'skin is improving.'*

However, one point brought up by an authority representative may need to be considered.

'They talk about obesity in schools. Some children could have a breakfast at home, a breakfast in school, break time snack and lunch.'

This is something that needs to be looked at in more detail, but in the schemes that were visited this did not seem to be the case. A few children did say that they had had a drink before they came out but none admitted to having anything to eat. One head teacher also felt that many of the children ate very little at home after school so they would be eating much of their daily intake in the morning.

Head teachers are particularly interested to see whether breakfast is having a positive effect on children's ability to learn within the school. As can be seen in Table 6, even at this early stage schools were reporting positive effects on behaviour, attendance and concentration. These comments reflect this view:

'This puts children on a level footing, all can concentrate in class.'

'Children settle down easier and concentrate better on classroom tasks.'

Schools mentioned other advantages in their open ended responses. Improved punctuality was highlighted by twelve schools. This relates to the advantage of having children on site before the start of the day. One school felt that:

'Punctuality has dramatically improved.'

One child interviewed commented that:

'It saves you making your own [breakfast] and being late for school.'

There were thirteen schools that mentioned the safe and settled start the scheme provides for pupils.

'They get social turmoil in the evening and morning this gives them a peaceful start to the day.'

'Pupils don't have to go straight into a class room environment. They start the day in a warm but structured atmosphere. It really helps some settle in better, later.'

'There were children at the school gates, now they are in and safe'.

Another perceived benefit relates to the socialising that goes on at breakfast. This is picked up by pupils that were interviewed. Many said that they enjoyed the scheme because they can be with their friends. Staff (18) also commented on this:

'Lots of children here have speech and a language problem, the socialisation at breakfast is really good. There is nothing to do but talk and there is a real buzz in here'

'The socialising skills, talk, playing games are all important. It is not just food.'

In the schools that were visited a number had provided a range of activities for children, such as drawing, making Christmas cards, watching television, playing board games, reading books and the use of computer suites. One school has plans to bring in fun activities based on different areas of the curriculum. They already name tables as a way of introducing incidental Welsh language.

Bolstering the self esteem of the pupils that attend seems to be a feature shared across all schools. One scheme mentioned that it made "a big fuss" of anyone who had a birthday. They had also built in opportunities to recommend children from Breakfasts for 'Golden Time Awards' given out in school assemblies to reward positive behaviour. This scheme also involves the local 'Police Community Wardens'. They find that it is a good opportunity to chat to children in a relaxed, safe environment. They hope that it will have spin-offs in the community. Whilst other schools foster independence by encouraging children to choose and collect their own food and clear it up after eating it. Children were able to offer to wipe tables and help get activities out and put them away. This tidying up was the best thing about breakfasts according to one child. Finally some schools have set up buddying schemes so that the older pupils can help the younger ones, as *'it is the main way that children meet up cross-phase.'*

However, it is important to recognize that all of these perceived benefits relate only to those pupils that attend. As one head teacher said:

'It is lovely for those that come, but there are too many children who can't come because their parents won't bring them.'

3.7 Impact on parents

The main perceived impact on parents related to increased access to childcare. This was mentioned by twenty teachers. As one head teacher said:

'WAG said this is about food but not care...can't separate out, once on site have to be cared for.'

Others mentioned that:

'[It] provides earlier supervision for those parents who need to get to work.'

'Hopefully creates an ability to access work.'

'Parents are bringing children to school, they know they arrive safe and trust the childcare.'

Many parents when interviewed on bringing their child to a breakfast scheme mention how it has been helpful for work.

'They're well looked after and supervised, they know the staff.'

However, as one head was keen to point out, *'There is no provision for child minding in formula allocation.'* One school has even gone as far as charging 50p to cover childcare (for disposables, snooker table and computer wear and tear). He justifies this by saying, *'It is 5 minutes of breakfast, 55 minutes of activity'*

Some schools thought it would help families in need with the weekly food bills. Two schemes did allow parents to eat breakfast too, paying a minimal cost, because they felt that there was a *'real need there.'* Whether they eat or not, a few parents interviewed like to be with their children sitting and chatting as it was *'not stressful like at home.'* In addition this allowed teachers and other staff to chat to parents in an informal environment. One head felt that it *'boosts the open-door policy.'*

4. Future implementation and sustainability

There was general support for the Free Breakfast initiative to continue. In order to do so Local Authority and teacher representatives felt that it was vital that funding was secure and that the emerging costs of the scheme and the implications for a variety of staff were assessed and responded to.

4.1 General views

The majority of teachers expressed positive views of the scheme and supported the scheme's future development. Some head teachers mentioned that they thought it would be easy to keep running the initiative and that it was important that this did happen in the communities that they represent.

'In areas of deprivation it is totally sustainable.'

'For some children if we don't provide breakfast, no-one will. We are surrogate parents to the children anyway.'

'It is kind of like admitting defeat that schools are having to provide this service; that families can't...but I do know that it is needed.'

However, for one it came with the proviso:

'If it becomes a universal scheme I think that that would be a waste of money.'

All children that were at the schemes were very positive about the initiative. This is distilled in one view:

'I like everything about breakfast.'

Some heads also felt passionately about the scheme:

'Nothing has impacted on children as this has. Because it is free it reaches children who really need it.'

'This is a tremendous asset to the school. Nothing about it that is bad.'

Four of the Local Authority representatives however, questioned the appropriateness of the scheme in the light of school lunches,

'A flawed initiative, done with a good heart and well intentioned. I would really like money to be redirected into more productive areas.'

Whilst another stated that,

'On a personal view I would scrap the breakfast club along with the milk and fruit and give every child in Wales a free lunch.'

This view of the initiative, however, was only echoed in a minority of schools, who stated that:

'If we wish to make an impact on healthier eating we should provide a free midday meal. I suspect there would be a 100% take up. This would reduce the number of children eating a packed lunch of crisps and sweets.'

'For a school struggling for money for basics, it really feels like a waste of money.'

It is not possible to evaluate the validity of these views given the focus this study and the fact that the initiative was in the early days of implementation. The fact that such competing opinions are held however, highlights the need for a strong research evidence base that can inform professional practice and policy development.

4.2 Funding

The majority of schools (21) and Local Authority representatives (6) felt that central funding would need to continue for the initiative to be sustainable. There was a strong view amongst Local Authority representatives that if it stops being centrally funded they would not be able to pick up the bill.

'It would put an intolerable additional burden on an authority. School lunches are cut to the bone as it is.'

A view held by a minority is that even with funding, it is just too much of a cost:

'I do not think that the WAG model is sustainable as it is too expensive, it has not accepted childcare as part of the package or considered the implications of staffing.'

'I think that the costs are prohibitive – we need extra staff to deal with statemented pupils, so employ 4 for approx. 30 pupils – far too expensive.'

There are mixed views as to whether there should be a charge for food to move towards a sustainable model. For some it will only succeed *'as long as it stays free.'* and *'Parents have taken this up because it is free.'*

However, others commented that:

'Maintaining free breakfasts in the long term will be difficult, but when established a nominal fee charged probably won't make any significant difference to numbers attending.'

'You might get away with charging about 20-30p, beyond that it would be a barrier.'

4.3 Catering Staff

Staffing for the pilot schools had not been a problem for Local Authority representatives even though two mentioned that they thought it might be in the future. Most of the breakfast catering staff also provide the lunchtime provision at the school. In the schools that were visited the cooks mentioned the useful extra money they were able to earn. A couple said that they appreciated the opportunity to interact with pupils on an informal level in a relaxed setting. As one said: *'I can have a chat with the children – it is just too busy at lunchtimes.'* However one cook expressed the view that, *'I didn't feel that I had the choice.'*, whilst another cited her reason for taking on the role as *'I wouldn't want anyone else in my kitchen.'*

A few catering staff highlighted difficulties such as the increase in paperwork. A specific concern that was brought up in one school was:

'No-one knows who is in charge – they think the head is, but she isn't. I get on site before anyone and I had to let someone in who said he was doing a job – he could have been anyone. I don't get paid to be in charge of the building.'

One authority representative felt that the ease of recruitment would continue:

'We are setting it up to be sustainable. For in-house caterers it is just a bolt-on, so easy. If the cook is not happy to do it in a school, someone will – 800 across the authority. So shouldn't be a problem.'

However the majority of authority staff did express the view that when rolled out on a larger scale there may be difficulties. As one person said:

'I may have been lucky with the schools they have in terms of staff, I worry that this might not be the same with roll out. It is getting increasingly difficult to get dinner staff.'

Another elaborates on this:

'Recruitment and retention is difficult, this is always the case at lunch too. I would really like it if I could employ 65+ to do this. I feel there are lots of Grandparents around who would do it.'

4.4 Supervisory Staff

The majority of schools have found it relatively easy to provide supervisory staff. One head teacher stated that it had enabled him to *'Create two posts for members of the Community.'* Many have managed to employ Learning Support Assistants particularly as Senior Supervisors. There are advantages to having staff that pupils know. *'The staff are tidy; they're in school and we know them really well.'* In addition, it saves having to get checks done for the 'Criminals Records Bureau' and setting details up on payroll.

However, there were a minority of schools in the pilot that had not managed to recruit school staff. One school has used parents, but noted that they struggled to keep control as they had no training in supervising children. Another school met with the following hurdle:

'It is difficult to recruit staff as most of our parents receive numerous state benefits and these would be reduced if they worked - hence the two voluntary helpers.'

4.5 Head teacher and teaching staff

The role of the head teacher in the scheme was seen as very important. One representative put it as strongly as this, *'If the head teacher is supportive, the initiative is successful.'* All head teachers whose views were gathered for this study had enthusiasm for some aspects of the initiative. However there were minority (7) that had reservations about the impact that it was having on their workload. Some were actively involved, particularly in relation to the promotion of the scheme, appointing supervisors, doing some of the administration and dealing with behavioural issues.

'I find as a head teacher I spend a great deal of time involved with this club. I believe I have lost 5 hours admin time a week. Where do I replace this from?'

For most that had concerns it related to their overall responsibility and liability if problems arose.

'Staff and children are now on site from 7.45 not 8.45. If they are on site, are they the head teacher's responsibility?'

'Inadequate preparation, no training and dealing with such problems as what to do if the cook is ill....'

'There needs to be clear criteria of who is responsible; who is responsible for insurance, Health and Safety issues.'

There are others however, that did not see their role as being an onerous one:

'As long as you have set it up and are confident in those that are running it that is fine. In a Community school you can not be on site the whole time.'

'I am on site if needed, but school discipline policy applies to Breakfast too, so I'm very seldom needed. I choose to call in sometimes to chat to children. Because of the calming impact [on children] it actually makes my day easier.'

4.6 Other issues

There are issues of take-up in specific schemes. One school felt it needed numbers to increase for it to be sustainable, conversely another school felt it was only sustainable if the numbers didn't increase significantly.

Managing access safely is an issue for all schools, particularly early in the morning when few staff are around. Managing this is dependent on the features of each school's geography. One head teacher felt that a major contributory factor to the success of the scheme was:

'The suitability of a school building which offers the usage of the school dining area and toilets without accessing the rest of the school.'

Local Authority representatives were very concerned about the need to change the infra-structure to support the earlier start by pupils going for breakfast in school. This includes the need to change the hours of people on crossing patrols and the timing of taxis and school buses taking children to school. This is not a concern that emerged in the school questionnaires or visits during the initial set up of the scheme. For those that start later, crossing patrols are already in-situ. In one that started earlier the head teacher did mention that he felt that it was a matter of '*parental responsibility*'. In terms of school transport, no school said times had changed, rather the schemes tried to accommodate the children as they arrived, or accepted that they would not be able to access the scheme.

Conclusions

This has been a small scale process evaluation examining implementation at the national, Local Authority and school levels during the initial few weeks set up of the Free Breakfast Initiative. Its aims were to examine issues that could inform the roll out of the scheme in schools participating in a larger Cluster Randomised Trial and to develop appropriate process measures for the Trial. Although the majority of schools were randomly selected to participate, the fact that they were early adopters of the scheme may have influenced responses. In addition four schools failed to start the scheme, a further seven started late and were not surveyed and two failed to respond. This may have led to some level of response bias. These constraints need to be taken into consideration in the following conclusions.

National implementation

The support provided nationally was positively received by the majority of local authorities and schools. Support was based on expertise from within the Welsh Assembly Government and other key stakeholders. It seems that this provided a strong foundation for the guidance documentation and aspects of the workshops. The consultative approach of the national team was largely seen as responsible for drawing this together and providing an approachable and efficient service.

The need for the initiative to continue to be funded in the future was discussed by the majority of personnel in schools and local authorities. This has been guaranteed by the Welsh Assembly Government until at least 2008. There are concerns on the details of costing which it is hoped will be clarified within the piloting of the scheme.

Local implementation

The support provided locally has been very well received by schools. It is important that the representative in the authority has the enthusiasm and time to carry forward the initiative and a role that is wide enough to get the initiative into schools. Effectiveness appears to be associated with managerial commitment to inter-agency and inter-departmental working within an authority.

School implementation

The response from schools during initial set up was largely positive. The pilot phase has allowed schools to experiment with the details of their scheme and this flexibility appears to influence successful implementation and sustainability. There are benefits associated with both Local Authority and school run schemes. Similarly, there are advantages associated with the longer 'value-added' activity sessions and the shorter, later, healthy eating focused sessions that run just before the start of the school day. It would be impossible at this stage to say if one has greater benefits than another. The view that this is not a childcare scheme would need to be considered further to allow the two models to continue.

There is a consensus amongst schools that this is not a stand alone initiative and that it fits well with health and community initiatives and promotes the positive ethos of the schools. The pupils who attend the free breakfast sessions in Communities First schools are perceived to be gaining many benefits. In this brief study, so soon after set up, it appears that these go beyond changes in health behaviour into areas related to psychosocial health and learning. There was some concern, however, that there are children in these schools who need breakfast but are still not able to access it largely because of parents not getting them to school in time for the scheme.

There are a number of different issues that have surfaced in this study that relate to the sustainability of the scheme. The two that seem to concern most people are 'Is this the best use of money in respect to improving the nutritional health of young people' and 'What is the impact on head teachers and school staff whose workload is already recognised as a concern.'

Recommendations

This study was planned as a precursor to the Cluster Randomised Trial involving the next phase of pilot schools. The emerging issues raised by this report will now be studied in much greater detail as part of this work to be conducted by staff at C.I.S.H.E. However, at this stage a number of tentative practical recommendations can be made.

National implementation

It would be positive if ‘The Free Primary School Breakfast Initiative Team’ based at the Welsh Assembly Government could continue to provide an accessible service. There will be constraints however that relate to increased numbers of schools and authorities that will need to be addressed.

The staff involved in this pilot phase could now provide valuable input into the development of the scheme. Contributions could be incorporated into any planned workshop programme for new pilot schools. These should be run for all staff that will work on the scheme as well as head teachers.

The Scheme Guidance Document was very positively received but will need a detailed analysis of all sections of advice to ensure that they reflect the findings of the pilot phases, particularly information on costs of the scheme. A focus group of school and authority representatives may be one appropriate method to facilitate this.

Local implementation

The representative for each authority has an important role in supporting local schools. The impact on them of a growing initiative will need to be considered and ways to encourage and support inter departmental and organisational working considered.

School implementation

The variety of schemes should be encouraged throughout the pilot phases. The advantages and disadvantages of all aspects can be fully monitored. How schools deal with child care issues needs particular examination. It would be beneficial to have a forum where good practice in getting the children most in need to attend breakfast is shared.

Although the scheme seems to integrate well with related school activities, there needs to be some thought as to how the breakfast provision fits in to other areas of school food provision, both at a national and local level.

Future research

The effect a free breakfast has on the pupils has to be seen in the longer term. It will be interesting to see if the impact on health and learning suggested anecdotally is

borne out over a longer period of time and is demonstrated in the cluster randomized trial.

The issue of future sustainability should also be the focus of more detailed research. In time, the impact of running the scheme on all members of the school community, particularly Senior Management, should become clearer. There is also a need to examine costs and issues of child care.

All the schools in the initial pilot phase are based in Communities First Areas. If the scheme is to become a population rather than a targeted initiative then these issues may need to be examined again in schools in wealthier areas.

Appendix 1

Questions for National Assembly Staff

Role and Responsibility

What is your job title? What were you doing before this initiative was introduced?
What are your responsibilities relating to the introduction of the Free Breakfast Initiative?
Who are you accountable to? (Management Structure / Steering Groups)
What support do you have in your role?

History of the Initiative

When was the idea of Free Breakfasts first introduced?
What is the rationale of the initiative?
What has happened since then?

Support for the Pilot schools

What help have you provided for these schools and when?
Workshop details – attendance, content, evaluation
Guidelines – Did you write? What support did you get? Who has received it? Any comments back?
Website – How many ‘hits’? Comments?

Contacts in Each Pilot Authority

Who was responsible for choosing the representative in each authority?
What is their role?
Has this been a helpful network?

Present Situation

How many schools have started?
Do you know when the others will be onboard?
Are you getting monitoring figures through? What are you asking for? What form are they coming in? (email/phone/post)

Interest in the Initiative

Have you had any interest in this from other countries?
What has been the attitude of people in Wales?
Press
Assembly Ministers
Other Countries –

Future Thoughts

What do you expect to happen after this pilot phase?
How will findings from this pilot phase be fed into future actions?
Will your role remain the same?
What might help/hinder implementation?
How sustainable is the programme?

Appendix 2

Questions for Local Authority Representatives

- 1) What is your job description? What general responsibilities do you have?
- 2) How did you become the representative for the Breakfast initiative?
- 3) Do you work with any other local people on this?
- 4) What do you feel is the rationale for providing breakfast in schools?
- 5) How does the provision of breakfast link to other local initiatives?
- 6) How were the pilot schools selected in your authority?
- 7) How are the schools supported:
 - a) Financially - how much is given and how do schools access it?
 - b) Staff time - what help can you provide?
- 8) What are your thoughts on the support provided by WAG?
 - a) Workshops
 - b) Guidelines
 - c) Website
 - d) OtherWere you involved in the development of any of these, if so, how?
- 9) How are you monitoring the progress of this pilot phase?
- 10) What has helped implementation? What has hindered implementation?
- 11) Any thoughts on the future sustainability of this initiative?

Appendix 3

Schools Questionnaire

Breakfast Scheme Provision

1. Describe your role within the scheme

.....

.....

2. When did you start running the scheme?

3. What time does the scheme run? From To

4. Where does the scheme run?

5. How many of the following people are responsible for each area of the Breakfast Scheme provision? *(Please insert a number for each)*

	Teachers	Teaching Assistant	Caterers	Parents	Pupils	Other (say who)
Supervision						
Obtaining food						
Preparing Food						
Administration						
Promotion/recruitment						

6. What foods are provided for breakfast?

.....

.....

7. What was the main reason for starting the scheme?.....

.....

.....

4. Has attendance: *(Please tick)*

Steadily increased

Stayed reasonably constant

Fluctuated

Steadily decreased

5. Please say why you think this is

.....

.....

Support and funding

1. Which of the following support mechanisms have you accessed and how useful were they? *(Please tick)*

	Not used	Very useful	Quite useful	Not sure	Not that useful	Not useful at all
Welsh Assembly training						
Scheme guidance document						
Scheme website						
Local Authority contact						
Other (say what)						

2. How adequate have the current funding arrangements been in terms of? *(Please tick)*

	More than adequate	Quite adequate	Not sure	Less than adequate	Not adequate at all
Costs of administering the scheme					
Food costs					
Supervision of the scheme					
Ease of access to funds					

3. What have been the main factors that have helped and hindered the implementation of the scheme?

Factors that have helped.....

Factors that have hindered

Impact of scheme

1a. Is the **school** evaluating the scheme? *(please tick)* Yes No

1b. If yes, in what way?.....

2. What, if any, have been the costs and benefits of the scheme for the following groups? *(Please complete each box.)*

	Benefits	Costs
Pupils		
Parents		

Staff		
The school		

3. To what extent do you feel the scheme has had an impact on pupils? *(Please tick)*

	A great deal	Quite a bit	Not sure	A little	None at all
General behaviour in school					
Ability to concentrate					
Eating a healthy diet					
Positive attitudes to healthy eating					
General health and well being					
Not missing breakfast					
School attendance					
Tuckshop spending					
Uptake of school lunches					
Other (say what)					

4. How sustainable do you feel that the scheme will be in the long term?

.....

.....

Context

1a. Which of the following initiatives currently, or have previously, run in your school?

(Please tick)

	Current	In the past
Breakfast club		
Fruit tuck shop		
Healthy Schools Scheme		
Curriculum coverage of nutrition		
Other (say what)		

1b. For **current** initiatives, to what extent do you feel the breakfast scheme integrates with them? *(Please tick)*

	A great deal	Quite a bit	Not sure	A little	Not at all
Breakfast club					
Fruit tuck shop					
Healthy Schools Scheme					
Curriculum coverage of nutrition					
Other (say what)					

Other comments

Do you have any other comments that you would like to make about the scheme?

**Astudiaeth o gyfnod cyntaf
'Menter Brecwast am Ddim mewn Ysgolion Cynradd'
Llywodraeth Cynulliad Cymru**

Joan Roberts (Ymgynghorydd Addysg Iechyd Annibynnol)
Simon Murphy, (Uwch Gymrawd Ymchwil)

**Athrofa y Gymdeithas, Iechyd a Moeseg Caerdydd
Prifysgol Caerdydd.**

Comisiynwyd ar ran, a chyhoeddwyd gan Llywodraeth Cynulliad Cymru

Dyddiad: Ebrill 2005

Cynnwys

Crynodeb Gweithredol.....	3
Cyflwyniad	5
Dulliau	7
Canlyniadau.....	9
1. Gweithredu'n genedlaethol.....	9
2. Gweithredu drwy'r Awdurdodau Lleol.....	14
3. Gweithredu drwy'r ysgolion.....	16
4. Gweithredu a chynnal y fenter yn y dyfodol.....	23
5. Casgliadau	28
6. Argymhellion	30
Atodiadau	
1. Cwestiynau i staff y Cynulliad Cenedlaethol.....	32
2. Cwestiynau i gynrychiolwyr Awdurdodau Lleol.....	33
3. Holiadur Ysgolion	34

Crynodeb Gweithredol

Cefndir

Nod Llywodraeth Cynulliad Cymru erbyn Ionawr 2007 yw rhoi'r cyfle i bob plentyn sy'n mynychu ysgolion cynradd a gynhelir yng Nghymru gael brecwast iach am ddim. Mae'r fenter hon yn cael ei rhoi ar brawf fesul tipyn, gyda sicrwydd o nawdd ariannol tan 2008. Mae'r adroddiad yn cyflwyno canlyniadau proses werthuso'r cyfnodau cyntaf hyn. Cychwynnodd y fenter ym mis Medi 2004, gyda 46 o ysgolion o 9 awdurdod addysg lleol y wlad yn gweini brecwast am ddim. Mae'r gwerthusiad cyntaf hwn yn rhan o'r paratodau i roi'r fenter brecwast am ddim ar brawf mewn clwstwr o ysgolion eraill, a ddechreuodd fis Ionawr 2005.

Dulliau

Cafwyd cyfweiliadau ac anfonwyd holiaduron at bawb a oedd yn gyfrifol am weithredu'r cynllun yn genedlaethol (n=2), yn lleol (n=9) ac yn yr ysgolion (n=37). Ymwelwyd â sawl ysgol hefyd (n=6). Y nod oedd nodi'r ffactorau a allai wella trefniadau gweithredu'r cynllun mewn ysgolion sy'n cymryd rhan yn y dyfodol, a datblygu ac arbrofi deunyddiau casglu data'r broses i'w defnyddio yn yr astudiaeth ehangach. Mae'r adroddiad hwn yn cyflwyno prif gasgliadau'r amcanion cyntaf. Mae'n ymwneud â gweithredu'r cynllun yn genedlaethol, yn lleol, ac mewn ysgolion, a'i gynnal yn y dyfodol.

Canlyniadau

Gweithredu

Cafwyd ymateb cadarnhaol gan yr ysgolion a chynrychiolwyr lleol i'r ddogfen gyfarwyddyd a'r modd yr aeth y tîm cenedlaethol ati i ymgynghori a chynghori wrth gyflwyno'r rhaglen. Oherwydd cyfnod amseru'r astudiaeth, ni chafwyd y safbwyntiau llawn ar fater gweithredu'r cynllun, ond mynegwyd rhai pryderon am barhau â'r lefelau ariannu.

Gweithredu drwy'r Awdurdodau Lleol

Cafwyd ymateb cadarnhaol gan yr ysgolion i'r cymorth a gawsant gan gynrychiolydd eu Hawdurdod Lleol. Roedd y tîm cenedlaethol yn teimlo fod brwdfrydedd cynrychiolydd yr Awdurdod Lleol dros y fenter yn allweddol i'w llwyddiant, ac y byddai cefnogaeth eraill â diddordeb ledled yr awdurdod yn hwb i'r gwaith. Nododd y cynrychiolwyr lleol bod amser a chefnogaeth y rheolwyr yn bwysig. Mae awdurdodau lleol o'r farn bod angen trafod y syniad o gyd-blethu'r fenter gyda chynlluniau darparu bwyd eraill.

Gweithredu drwy'r ysgolion

Mae'r ysgolion sydd eisoes wedi mabwysiadu'r fenter yn hynod frwdfrydig drosti. Roedd y cyfnod peilot yn gyfle i ysgolion arbrofi gyda manylion eu cynllun, ac mae'n amlwg bod yr hyblygrwydd hwn wedi cael dylanwad cadarnhaol ar weithredu a chynnal y fenter. Ymddengys bod agweddau cadarnhaol ar ddarpariaethau drwy gyfrwng awdurdodau lleol ac ysgolion. Er bod ambell ysgol yn neilltuo sesiynau byr sy'n caniatáu dim ond digon o amser i fwydo'r plant, mae'r rhan fwyaf yn cynnal sesiynau hwy. Felly, mae digon o amser i gymdeithasu a gwneud amryw o weithgareddau. Mae'r sesiynau hwy hyn yn cynnwys elfen 'ychwanegol', ond gellir ystyried cynnwys darpariaeth gofal plant fel rhan o hynny. Mae'n ymddangos bod ysgolion yn cynnig y dewis o fwydydd a gafodd eu hargymell. Nid rhywbeth ar ei

phen ei hun yw'r fenter brecwast am ddim, ond un sy'n ategu gweithgareddau hybu iechyd eraill yn yr ysgol.

Mae lefelau presenoldeb y cynlluniau'n amrywio'n fawr, ac mae'r rhan fwyaf o'r ysgolion yn credu eu bod o leiaf yn denu'r disgyblion sydd wir angen brecwast. Mae'r staff o'r farn bod disgyblion sy'n manteisio ar y cynllun brecwast am ddim yn elwa arno. Hyd yn oed yn nyddiau cynnar y cynllun, mae'r staff wedi gweld gwahaniaethau o ran ymddygiad iechyd ac iechyd a dysgu seicogymdeithasol. Ym marn yr ysgolion, mae rhieni'n cael cymorth ariannol wrth i frechwast am ddim gael ei gynnig i'r disgyblion. Er hynny, mae'n debyg mai prif ddylanwad y cynllun yw darparu gofal plant i rieni sy'n gweithio.

Gweithredu a chynnal y fenter yn y dyfodol

Nodwyd bod nawdd cenedlaethol parhaol yn hollbwysig er mwyn i'r cynllun barhau. Er bod rhai'n pryderu pa mor addas oedd yr adnoddau o gymharu ag eraill, cafwyd cefnogaeth gref gan y rhan fwyaf o du'r Awdurdodau Lleol a'r ysgolion yn enwedig.

Argymhellion

Gan ystyried amcanion ac amseriad y gwaith ymchwil hwn, a'r posibilrwydd o gael atebion rhagfarnllyd, gallwn gynnig nifer o argymhellion.

- Dylid parhau gydag arferion da'r rhaglen weithredu genedlaethol, er y dylai bellach ystyried profiad yr Awdurdodau Lleol a staff yr ysgolion sy'n cymryd rhan yn y cyfnod peilot hwn.
- Dylid archwilio swyddogaeth cynrychiolwyr yr Awdurdod Lleol o ran yr elfennau a allai eu helpu neu eu llesteirio, yn enwedig wrth i ragor o ysgolion ymuno â'r fenter. Mae angen ystyried ffyrdd o annog a chefnogi gwaith trawsadrannol.
- Mae angen nodi'r amrywiaeth o ran gweithredu'r fenter drwy'r ysgolion, a rhannu arferion da. Gellir gwneud hyn trwy gyfrwng dogfennau, gweithdai neu wefan. Byddai'n werth ystyried cysylltu ysgolion â'i gilydd a swyddogaeth Rhwydwaith Cynllun Ysgolion Iach Cymru fel rhan o'r broses lledaenu gwybodaeth.
- Mae angen archwilio'r syniad o gyd-blethu cynlluniau brecwast ysgol â rhaglenni hybu iechyd yr ysgolion, ynghyd â thrafod anghenion y cwricwlwm maetheg a'r berthynas â chynlluniau eraill yr ysgolion fel siopau ffrwythau, darparu llaeth a chinio.
- Mae angen ymchwilio ymhellach i gryfderau a gwendidau darpariaeth brecwast Awdurdodau Lleol o gymharu â darpariaeth yr ysgolion, o safbwynt lefelau staffio ac ariannu
- Mae athrawon yn nodi bod manteision amrywiol i ddisgyblion a rhieni. Mae angen ymchwilio i hyn trwy wneud sampl cynrychioliadol a thrwy ddefnyddio mesurau'r canlyniadau.
- Dylid pwysleisio arferion da wrth hyrwyddo ac annog y rhai sydd fwyaf angen brecwast i fanteisio ar y cynllun. Dylid hefyd ymchwilio i'r rhai nad ydynt yn manteisio ar y cynllun.
- Mae angen i'r Is-grŵp Cyllid drafod materion adnoddau ymhellach o ran ariannu bwyd a staff, ac adolygu'r effaith bosib ar lwyth gwaith yr holl staff fydd yn gysylltiedig â'r cynllun.

- Dylid trin a thrafod y materion hyn yn yr astudiaeth gwerthuso fwy cyflawn wrth fwrw'r cynllun ymlaen i'r cyfnod nesaf.

Astudiaeth o gyfnod cychwynnol 'Menter Brecwast am Ddim mewn Ysgolion Cynradd' Llywodraeth Cynulliad Cymru

Cyflwyniad

Mae Llywodraeth Cynulliad Cymru wedi ymrwmo i gynnig brecwast iach am ddim i bob plentyn o oedran ysgol gynradd, sydd wedi cofrestru mewn ysgol gynradd â gynhelir yng Nghymru, erbyn mis Ionawr 2007. Dyrannwyd £1.5 miliwn ar gyfer blwyddyn ariannol 2004-05, £3.5 miliwn ar gyfer 2005-06 ac £8.5 miliwn ar gyfer 2007-8. Y nod yw helpu i wella iechyd plant drwy eu hannog i fabwysiadu patrwm bwyta'n iach am oes, a hefyd eu helpu gyda'u dysgu ac i ganolbwyntio'n well. Nid cymryd lle amser brecwast gyda'u rieni yw'r nod, ond rhoi'r cyfle i rai nad ydynt yn cael brecwast gartref i'w gael yn yr ysgol. Y bwriad yw ategu'r gwaith sydd eisoes yn cael ei gyflawni ym maes bwyta'n iach trwy gyfrwng Rhwydwaith Cynlluniau Ysgolion Iach Cymru.

Cyflwynir y fenter fel arbrawf fesul cam, gan dargedu ysgolion sydd naill ai'n rhan o ardaloedd 'Cymunedau yn Gyntaf' neu'n eu gwasanaethu. Tîm Adrannau Addysg a Hyfforddiant a Hybu Iechyd Llywodraeth Cynulliad Cymru sy'n cyflwyno'r fenter. Cafwyd cyngor a chymorth gan Dîm Prosiect Mewnol y Cynulliad a gan rhanddeiliaid allanol o faes addysg a maeth.

Er mwyn lansio'r cynllun, cynhaliwyd cyfarfodydd gyda Chyfarwyddwyr neu Ddirprwy Gyfarwyddwyr 22 awdurdod addysg Cymru. Roedd gan ugain ohonynt ddiddordeb mewn cymryd rhan. Meddai arweinydd prosiect gweithredu'r fenter:

'Roeddem yn credu y byddem yn arbrofi gyda thri [awdurdod lleol] ond cafwyd ymateb mor gadarnhaol fel i ni benderfynu cynnwys naw yn y cyfnod cyntaf hwn.'

Mae'r naw Awdurdod Lleol dan sylw yn cynnwys tri yn y gorllewin (Sir Gaerfyrddin, Sir Benfro a Chastell-nedd Port Talbot); tri yn y de (Caerffili, Merthyr Tudful a Chaerdydd); a thri yn y gogledd (Ynys Môn, Wrecsam a Sir Ddinbych). Roedd rhaid i Gyfarwyddwyr Addysg y naw awdurdod hyn enwebu cynrychiolydd i fwrw'r fenter yn ei blaen yn eu hawdurdod addysg lleol. Bydd hyn yn golygu cysylltu ag ysgolion eraill, pawb arall â diddordeb yn yr awdurdod lleol, a Llywodraeth Cynulliad Cymru. Roedd y maes arlwyio yn rhan o gylch gorchwyl pob cynrychiolydd a ddewiswyd. Roeddynt yn cynnwys Rheolwyr Arlwyio, rhai oedd yn gyfrifol am wasanaethau masnachol a Phennaeth y Gwasanaeth Addysg.

Ar draws yr awdurdodau hyn, cafodd 51 o ysgolion cynradd o ardaloedd 'Cymunedau yn Gyntaf' eu dewis gan swyddogion Llywodraeth Cynulliad Cymru gyda chytundeb i roi'r Fenter Brecwast am Ddim ar waith cyn gynted â phosib o fis Medi 2004

ymlaen. Cafodd 46 o blith 51 o ysgolion eu dewis ar hap i gymryd rhan yn y fenter yn wyth o'r naw awdurdod lleol. Ar ôl i ddwy ysgol uno, a phedair arall benderfynu peidio â chymryd rhan wedi'r cwbl, roedd 46 yn barod i gyflwyno'r cynllun yn nhymer yr hydref 2004.

Bwriad Llywodraeth Cynulliad Cymru oedd bwrw ymlaen â'r cynllun ar sail tystiolaeth. I gefnogi hyn, comisiynwyd clwstwr o arbrofion ar hap i ymchwilio i'r broses o weithredu'r fenter brecwast am ddim mewn ysgolion, ac effeithiau hynny ar y disgyblion. Y bwriad oedd seilio'r arbrawf ar yr ail don o ysgolion a oedd yn mabwysiadu'r fenter o fis 2005. Dyfarnwyd y contract i Athrofa y Gymdeithas, Iechyd a Moeseg Caerdydd (C.I.S.H.E.) ym Mhrifysgol Caerdydd, ac fe'i comisiynwyd i gynnal gwerthusiad annibynnol.

Rhan o'r tendr oedd gwaith paratoi cyn cyfnod yr arbrawf. Roedd hyn yn cynnwys proses werthuso gychwynnol o'r ysgolion a ddechreuodd y cynllun ym mis Medi 2004. Mae'r adroddiad hwn yn cyflwyno casgliadau'r gwerthusiad cychwynnol a gynhaliwyd rhwng mis Medi a mis Rhagfyr 2004. Y nod oedd:

- nodi'r ffactorau a allai wella trefniadau gweithredu'r cynllun mewn ysgolion yn y dyfodol, gan gynnwys rhai sy'n rhan o glwstwr yr arbrawf ar hap a
- datblygu ac arbrofi deunyddiau casglu data'r broses i'w defnyddio yn yr astudiaeth ehangach.

Dulliau

Er mwyn cael gorolwg o gyfnod gweithredu cychwynnol y Fenter Brecwast am Ddim mewn Ysgolion Cynradd, aethpwyd ati i gael barn cynrychiolwyr cenedlaethol, lleol a'r ysgolion. Roedd hyn yn cynnwys aelodau o Lywodraeth Cynulliad Cymru sy'n gyfrifol am weithredu'r cynllun, y rhai sy'n gyfrifol am gyflwyno'r rhaglen dreigl yn y naw Awdurdod Lleol, a chynrychiolwyr yr ysgolion sy'n gyfrifol am sefydlu'r cynllun.

Gweithredu'n genedlaethol

Ym mis Medi 2004, cynhaliwyd cyfweiliadau lled-strwythuredig wyneb yn wyneb â dau o staff y Cynulliad Cenedlaethol sy'n gyfrifol am y cynllun. Er bod y cyfweiliad wedi'i seilio ar faterion a oedd yn codi o ddogfen gyfarwyddyd y cynllun, roedd yn ddigon hyblyg i drin a thrafod materion eraill a ddaeth i'r amlwg. Cafodd y cyfweiliadau eu recordio, ac wrth ysgrifennu nodiadau wedyn, nodwyd themâu amlwg. Oherwydd natur arbrofol yr astudiaeth, ni chafodd y themâu hyn eu cadarnhau gan ail ymchwilydd annibynnol. Felly, roedd modd deall y cyd-destun ar gyfer cyflwyno'r fenter fesul cam. (gweler Atodiad 1 i weld y cwestiynau).

Gweithredu drwy'r Awdurdodau Lleol

Cynhaliwyd holiadur lled-strwythuredig dros y ffôn gyda chynrychiolwyr pob un o'r naw awdurdod lleol yn ystod mis Hydref a Thachwedd 2004. Paratowyd yr holiadur gan ddefnyddio data yn sgil cyfweiliadau gyda staff Llywodraeth y Cynulliad a'r ddogfen gyfarwyddyd. Fe'i datblygwyd trwy fynychu cyfarfodydd a gweithdai wedi'u trefnu gan Lywodraeth y Cynulliad i gynrychiolwyr Awdurdodau Lleol (gweler Atodiad 2 i weld y cwestiynau). Unwaith eto, recordiwyd y cyfweiliadau a nodwyd themâu amlwg.

Gweithredu drwy'r ysgolion

Cafodd holiaduron i'w cwblhau drwy'r post (gweler Atodiad 3) eu llunio i asesu profiad yr ysgolion oedd yn sefydlu'r cynllun. Defnyddiwyd data gan gynrychiolwyr lleol a chenedlaethol, a dogfen gyfarwyddyd ysgolion i baratoi cwestiynau strwythuredig. Defnyddiwyd cwestiynau penagored hefyd i nodi materion perthnasol i athrawon. Cafodd atebion i'r cwestiynau penagored eu hastudio'n fanwl i nodi'r themâu amlwg.

Anfonwyd holiaduron i'r ysgolion ar ôl iddynt gael cyfle i roi'r cynllun ar brawf am 3 wythnos o leiaf. Fe'u cwblhawyd gan gynrychiolydd penodol yr ysgol; sef y pennaeth gan amlaf. Oherwydd y terfynau amser ar gyfer cyflwyno adroddiad, dim ond ysgolion oedd wedi sefydlu'r fenter brecwast am ddim erbyn yr wythnos yn gorffen 19 Tachwedd 2004 oedd yn rhan o'r astudiaeth. Felly, roedd 39 o'r 46 ysgol yn gymwys i gymryd rhan. Roedd 18 o ysgolion yn ardaloedd y gorllewin (Sir Gaerfyrddin, Sir Benfro a Chastell-nedd Port Talbot), 15 o'r de (Merthyr Tudful, Caerffili a Chaerdydd) a 6 o'r gogledd (Wrecsam a Sir Ddinbych). Ni chymerodd ysgolion Ynys Môn ran yn yr astudiaeth oherwydd eu dyddiad cychwyn. Anfonwyd 35 o holiaduron drwy'r post neu dros y ffôn, pa bynnag ffordd oedd orau ganddynt.

Oherwydd cyfyngiadau amser, cytunodd 2 ysgol na ymatebodd i'r holiadur i drin a thrafod y prif faterion gweithredu dros y ffôn. Cawsant eu cynnwys yn yr adroddiad. Dim ond dwy o'r 39 ysgol cymwys a fethodd gyflwyno gwybodaeth.

Defnyddiwyd data'r holiaduron i samplu'r chwe ysgol yn bwrpasol lle'r oedd modd bwrw golwg fanylach ar y materion ymchwil sy'n dod i'r amlwg. Bu ymchwilydd yn ymweld â'r ysgolion hyn i arsylwi ar y ddarpariaeth brecwast ac i siarad ag aelodau allweddol o'r staff, rhieni a rhwng 3 ac 14 o ddisgyblion ym mhob ysgol.

Ysgrifennwyd nodiadau o'r atebion i'r cwestiynau a holwyd yn y cyfweiliadau anffurfiol, ac arsylwyd arnynt. Nod yr ymweliadau hyn oedd i weld y fenter ar waith ac i nodi unrhyw themâu a ddaeth i'r amlwg. Mae tabl 1 yn dangos yr ysgolion wedi'u rhannu'n dair rhanbarth benodol. Ar ben hynny, cafodd nifer y disgyblion, y nifer sy'n cael brecwast a'r brecwastau gwahanol eu cadw mewn cof wrth ddewis ysgolion. Yn gyffredinol, roedd nifer y disgyblion yn ysgolion yr astudiaeth yn amrywio o 20 i 547 a'r nifer oedd yn cael brecwast yn amrywio o 8% i dros 80%. Adran Arlwyo'r Awdurdod Lleol oedd yn darparu bwyd mewn 31 o'r 39 ysgol, a'r gweddill gan yr ysgolion eu hunain.

Tabl 1: Nodweddion yr ysgolion yr ymwelwyd â nhw

Rhanbarth o Gymru	Nifer y disgyblion	% sy'n cael brecwast (yn ôl yr ysgolion)	Pwy sy'n darparu bwyd
Gorllewin	29	80+	Adran Arlwyo
Gorllewin	254	30 babanod/42 iau	Adran Arlwyo
Gorllewin	128	10	Adran Arlwyo
De	240	27	Ysgol
De	324	23	Ysgol
Gogledd	73	45	Adran Arlwyo

Canlyniadau

Mae'r adran ganlynol yn amlinellu prif gasgliadau gweithredu'r fenter brechwast am ddim ar lefel genedlaethol, Awdurdod Lleol a'r ysgolion, ynghyd â'r materion sy'n ymwneud â'i gweithredu yn y dyfodol. Mae sylwadau ymatebwyr cenedlaethol, llywodraeth leol a'r ysgolion yn cael eu cymharu a'u cyferbynnu. O ran gweithredu'r fenter drwy'r ysgolion, mae'r astudiaeth yn canolbwyntio ar farn y staff ynghylch sut roedd y cynllun yn cael ei gyflwyno ar y pryd. O gofio natur yr astudiaeth, mae sylwadau'r disgyblion a'r rhieni'n gyfyngedig i'r ysgolion yr ymwelwyd â nhw. Ymdrechwyd i ddangos y canlyniadau meintiol drwy gyflwyno'r canlyniadau ansoddol perthnasol o gwestiynau penagored, cyfweiliadau ac ymweliadau ysgolion.

1. Gweithredu'n genedlaethol

1.1 Safbwyntiau'r Cynulliad Cenedlaethol

Swyddogion tîm craidd Llywodraeth Cynulliad Cymru a gafodd y dasg o gyflwyno'r Fenter Brechwast am Ddim. Er mwyn cyflawni hyn, cawsant gyngor a chymorth gan staff y Cynulliad, trwy gyfrwng Tîm Prosiect Mewnol. Roedd y tîm hwn yn cynnwys swyddogion yr Is-adran Hybu Iechyd, Plant a Theuluoedd, Cymunedau yn Gyntaf, Amaethyddiaeth, Menter Caffael Cymru, Ystadegau ac Ymgynghorydd Arbennig, ynghyd â chynrychiolwyr yr Adran Addysg a Hyfforddiant. Cafwyd cyfraniad gan grŵp cyfeirio o randdeiliaid blaenllaw hefyd, gan gynnwys cynrychiolwyr sefydliadau fel yr undebau (sy'n cynrychioli'r staff sy'n gysylltiedig â'r cynllun), Cymdeithas Cyfarwyddwyr Addysg Cymru, Cymdeithas Arlwygo Awdurdodau Lleol a Chlybiau Plant Cymru.

Cais cychwynnol y Cabinet oedd sefydlu'r cynllun erbyn Medi 2004. Er hynny, teimlwyd nad lle'r Cynulliad oedd pennu union ddyddiad cychwyn y cynllun mewn ysgolion a'r ffaith *'y dylai fod yn gyfleus i bob ysgol.'* Dechreuodd y cynllun mewn un ysgol ar 6 Medi, ond roedd y rhan fwyaf wedi'i roi ar waith rhwng diwedd Medi a dechrau Tachwedd. Roedd saith ysgol hyd yn oed yn hwyrach: pedair ysgol mewn un awdurdod oherwydd pryderon am faterion ariannu, dwy arall wedi cael trafferth ymdrin â Chytundebau Lefel Gwasanaeth y staff ar ôl newid o fenter gymunedol i un yn yr ysgol; ac un ysgol fabanod a oedd am ymuno'n raddol â chynllun yr ysgol gynradd yr oedd yn ei chyflenwi.

O gofio'r pryderon am gyfnod cyflwyno'r cynllun, datblygodd aelodau o dîm y Cynulliad system gymorth a threfnwyd rhaglen ymgynghori i ddarparwyr lleol. Roedd hyn yn cynnwys paratoi cyfres o ganllawiau gweithredu'r rhaglen a ddisgrifiwyd fel:

'cyfres o ganllawiau bras. Mae angen i ni wybod...bod y canllawiau'n gywir ac yn gwbl annibynnol.'

Fe'u paratowyd gan dîm cenedlaethol gyda chynngor y Tîm Prosiect Mewnol, grŵp cyfeirio allanol, a thrwy ddefnyddio profiad cynlluniau lleol eraill yn y DU. Penderfynwyd ar y dewis o fwydydd sydd yn y ddogfen gyfarwyddyd ar ôl ymgynghori ag arbenigwyr hybu iechyd a disgyblion sy'n rhan o Grwpiau Gweithredu ar Faeth mewn Ysgolion ledled Cymru. Cawsant eu diwygio yn sgil

sylwadau ar ôl ymgynghori gyda chynrychiolwyr Awdurdodau Lleol a rhai ysgolion. Mae'r canllawiau hefyd ar wefan Llywodraeth Cynulliad Cymru, gyda datganiadau i'r wasg, atebion i gwestiynau cyffredin a dolenni cyswllt i wefannau defnyddiol eraill. Mae cyfle hefyd i ddadlwytho taflenni gwaith. Y nod oedd gofalu bod y wefan yn hawdd ei defnyddio.

Trefnwyd dau weithdy ym mis Mai a mis Mehefin 2004 i ymgynghori â rhai oedd â diddordeb o du awdurdodau lleol, ac i'w rhoi ar ben ffordd. Roedd cyfle hefyd iddynt ddod â phenaethiaid â diddordeb i'r gweithdai hyn. Roedd dau brif nod i'r gweithdai:

'Ym mis Mai, roeddent yn disgwyl i ni ddweud wrthynt yn union beth oedd cynnwys y cynllun. Roeddem ni eisiau eu barn nhw mewn gwirionedd. Ym mis Mehefin roedd cyfle i roi gwybodaeth – mwy o ganolbwynt.'

Nid rhoi cyngor ac arweiniad yw unig orchwylion y tîm cenedlaethol, ond ariannu'r fenter brecwast hefyd. Mae'r tîm yn ariannu'r fenter drwy gynllun grant. Yr Awdurdod Lleol sy'n gyfrifol am weinyddu'r arian i'r ysgolion. Mae'n cynnwys swm ar gyfer unrhyw waith gweinyddol i roi'r fenter ar waith, ac arian i'r ysgolion tuag at gostau gweithredu, goruchwyllo, gwaith paratoi a'r bwyd. Trafodir safbwyntiau pobl am y ddarpariaeth hon isod.

1.2 Safbwyntiau'r Awdurdodau Lleol

Wrth astudio ymateb Awdurdodau Lleol, cafwyd sylwadau cadarnhaol ar y cyfan i gymorth Llywodraeth Cynulliad Cymru, gydag un cynrychiolydd yn ei ddisgrifio fel un *'heb ei ail'*. Meddai cynrychiolydd arall,

'Mae hon yn fenter hynod gymhleth, ac mae'r cymorth a gawsom gan y Cynulliad a'r dogfennau wedi bod yn wych. Os ydych yn eu ffonio nhw, mae rhywun bob amser ar ben arall y ffôn; fel arall, maen nhw'n eich ffonio'n ôl'

Roedd y rhan fwyaf o'r ymatebion cadarnhaol yn ymwneud â Dogfen Gyfarwyddyd y Cynllun, y cyfeiriwyd ati gan 8 o'r 9 cynrychiolydd lleol. Roedd y sylwadau'n cynnwys y ffaith ei bod yn *'hawdd i'w dilyn, heb iaith astrus, arferol, y Llywodraeth.'* a'i bod yn,

'un o'r dogfennau gorau gan y Cynulliad... Roedd yn gwrando ar bobl ac yn adlewyrchu eu safbwyntiau.'

Er hynny, roedd un o'r farn bod modd gwella'r iaith, gan ddweud,

'Maen nhw i gyd yno [y pwyntiau pwysig] ond nid Saesneg syml mohono. Nid ydynt wedi'i ysgrifennu mewn iaith hawdd.'

O ran y gweithdai, roedd lleiafrif wedi camddeall beth oedd eu diben i ddechrau. Er bod rhai'n amlwg eisiau cwestiynu dilysrwydd y cynllun *'fe wnaethant wrando, a rhoi'r cyfle i ni ddweud ein dweud.'* Roedd eraill, fodd bynnag, yn disgwyl cael manylion gweithredu'r cynllun; sef pwynt a bwysleisiwyd gan un o staff y Cynulliad. Yn ôl un cynrychiolydd:

'Yn y rhai cynharaf, roedd gen i gwestiynau heb eu hateb. Ar ôl ymgynghori ar y ddogfen gyfarwyddyd drafft, roedd e'n wych. Erbyn y diwedd, roeddwn i wedi deall pam y bu rhaid iddynt fynd drwy'r broses fel y gwnaethant.'

Er hynny, cafodd y gweithdai dilynol eu canmol gan y rhan fwyaf o gynrychiolwyr yr Awdurdodau Lleol (6), gydag un yn dweud ei bod,

'yn braf gweld eu bod nhw wedi mynd i'r afael â'r pryderon a'r sylwadau a godwyd, ac wedi cyflwyno newidiadau.'

'Fe es i yno gyda phob un o benaethiaid ysgolion yr arbrawf. Roedd yn ddefnyddiol iddynt drin a thrafod yr anawsterau posib.'

Er bod y cynrychiolwyr ar y cyfan yn canmol y cymorth a'r rhaglen ymgynghori, mynegwyd pryderon am amseru'r cyfnod gweithredu a'r manylion penodol ynghylch ariannu. Roedd 6 awdurdod lleol yn teimlo ei bod yn anodd cael ysgolion i fabwysiadu'r cynllun ar ddechrau tymor yr hydref. Yn ôl un:

'Roedd cychwyn ym mis Medi yn golygu bod rhaid i ni ddechrau'r broses ar ddiwedd y flwyddyn academiaidd; roedd hyn yn anodd iawn. Roedd oedi'n anorfod.'

'Byddai wedi bod yn ddefnyddiol ymgynghori'n well yn gyntaf. Cafodd ei gyflwyno ar ras wyllt braidd. Byddai ymgynghori gwell wedi datrys y problemau cyn dechrau.'

Roedd y rhan fwyaf o'r cynrychiolwyr (7) yn poeni am yr agweddau gwahanol ar ariannu'r cynllun. Mynegwyd hyn yn y cyfweiliadau, a hefyd yn ôl y penderfyniad i sefydlu Is-grŵp Cyllid yn y gweithdy ar 12 Tachwedd. Roedd pryderon penodol yn ymwneud â chostau bwyd amser brecwast:

'Hoffwn i fod wedi cael mwy na 25c i'w wario, yn enwedig ar y dechrau er mwyn arbrofi gyda bwydydd gwahanol.'

'Os ydych chi am ddenu plant i flasau pob math o fwydydd gwahanol, yna bydd goblygiadau o ran costau.'

Roedd gan 5 o'r ymatebwyr hefyd bryderon ynghylch ariannu staff. Roedd rhai o'r farn y dylai staff sy'n cyflwyno'r cynllun gael yr un faint o gyflog â staff arlwyyo neu Gynorthwywyr Cymorth Dysgu. Roedd hyn i'w weld fel bodloni disgwyliadau uchel clybiau brecwast wedi'u hariannu gan y Gronfa Cyfleoedd Newydd a chydabod cyfrifoldebau'r Uwch Oruchwyliwr. Cododd un cynrychiolydd y pwynt canlynol hefyd:

'Cyn gynted ag y mae staff ar amodau penodol y Cynllun Brecwast, dros ddwy flynedd mewn swydd, mae gormod o ymrwymiad gan yr Awdurdod Lleol.'

Tra bod un arall yn credu nad oedd y swm a neilltuwyd i bob awdurdod weinyddu'r cynllun yn cynnwys yr holl waith perthnasol:

'Monitro, y gyflogres, ffurflenni, cronfa ddata TG, gwaith archwilio, a materion y Swyddfa Cofnodion Troseddol.'

Oherwydd hyn, roedd un ymatebwr yn dadlau dros adolygu'r costau ar ôl y cynllun arbrofol,

'Arbrawf yw arbrawf, ni ddylech gael lefel o arian i weithio arno. Rhoi'r gwasanaeth ar brawf ac wedyn canfod faint mae'n ei gostio, i weld os yw'n gost-effeithiol. Nid cyflwyno gwasanaeth newydd sbon ar yr amod na wariwch chi fwy na swm penodol.'

1.3 Safbwyntiau'r ysgolion

Mae safbwyntiau'r ysgolion ynghylch y cymorth a gawsant gan Lywodraeth Cynulliad Cymru i'w weld yn gliriach yn ôl data'r holiadur (Tabl 2)

Tabl 2: Marciau am strwythurau cymorth y fenter

Y strwythurau cymorth	Heb ddefnyddio	Defnyddiol iawn	Eithaf defnyddiol	Ansier	Ddim mor ddefnyddiol â hynny	Ddim yn ddefnyddiol o gwbl	n
Ymgynghori / Gweithdai	6	6	12	2	1	1	28
Dogfen Gyfarwyddyd y Cynllun	1	12	18		1		32
Gwefan y Cynllun	18	1	6	1	1		27

Mae tabl 2 yn dangos bod yr ymateb yn debyg iawn i rai cynrychiolwyr yr awdurdodau, a'u bod yn gadarnhaol iawn am y cymorth cenedlaethol a gafwyd. Fel y dywedodd un pennaeth:

'Mae cyngor clir gan Lywodraeth Cynulliad Cymru wedi bod o fudd mawr wrth sefydlu'r cynllun newydd hwn.'

Ymddengys bod Dogfen Gyfarwyddyd y Cynllun wedi bod yn un hynod ddefnyddiol. Dywedodd pennaeth un ysgol yr ymwelwyd â hi ei bod:

'yn cwmpasu popeth roedd angen i mi ei ystyried'

Dyma un esboniad posib pam nad oedd cynifer o'r ysgolion wedi cyrchu'r wefan am wybodaeth.

Mae'n debyg hefyd i'r gweithdai fod yn ddefnyddiol i'r rhan fwyaf o ysgolion, er bod ambell i sylw negyddol. Yn ôl chwech a lenwodd yr holiadur ysgolion, ni chawsant gyfle i fynychu gweithdy. Nododd rhai mai dim ond y penaethiaid aeth i'r gweithdai,

nid y rhai oedd yn gyfrifol am gynnal y cynllun o ddydd i ddydd. Roedd un ymatebwr yn poeni am amseriad y cyfan:

'Fe fyddai wedi bod yn syniad da cynnal y gweithdai ychydig fisoedd ynghynt, a symud ymlaen wedyn. Nid yw pum wythnos cyn diwedd tymor yn ymarferol o ran mis Medi.'

Dim ond ychydig o ysgolion leisiodd bryderon staff yr awdurdod am y ffaith bod y cynllun yn cychwyn yn rhy sydyn (4), gan ddweud nad oedd 'yr holl frys i'w roi ar waith yn fawr o help' a bod 'amseriad y cyfan yn . Roedd llawer o bethau i ymdrin â nhw – y gofalwyr ac ati.'

Mae'n ddiddorol nodi ymateb yr ysgolion i faterion ariannu, o gymharu â chynrychiolwyr yr awdurdodau.

Tabl 3: Pa mor ddigonol oedd yr arian cychwynnol

Arian cychwynnol	Mwy na digon	Digon da	Ansicr	Llai na digon	Ddim yn ddigonol o gwbl	n
Gweinyddol	4	12	6	4		26
Bwyd	6	8	10	4		28
Goruchwylio	6	13	7	2		28
Hawdd cael gafael ar arian	3	9	11		4	27

Mae tabl 3 yn dangos bod barn eithaf cadarnhaol am y lefelau ariannu, er y dylid nodi bod cryn dipyn yn 'ansicr' am rai agweddau; gellir priodoli hyn i'r ffaith mai'r Awdurdodau Lleol sy'n gyfrifol am brynu bwyd a thalu staff yn y rhan fwyaf o achosion. Yn ogystal â hynny, dylid cofio mai megis dechrau oedd y cynllun a bod hynny o bosib wedi dylanwadu ar yr atebion. Yn wir, dywedodd rhai ysgolion (5) ei bod 'yn rhy gynnar i ddweud' neu nad oedd 'y cynllun wedi para'n ddigon hir' i ateb cwestiynau o'r fath.

Dywedodd y rhan fwyaf bod yr arian ar gyfer bwyd yn ddigon da. Cafwyd sylwadau ychwanegol ar fater ariannu bwyd o'r ysgolion hynny a oedd yn cynnig brecwast eu hunain. Yn ôl un ymatebwr:

'Mae fel petai'r arian yn ddigonol os cewch chi siopa'ch hun – does dim modd gwneud hynny os ydych chi'n archebu drwy'r Sir.'

Er hynny, pwysleisiodd un ysgol y problemau sy'n deillio os nad yw'r Adran Arlwyo ynghlwm wrth y gwaith. Roedd hyn oherwydd bod y niferoedd amcanol yn uwch nag union nifer y disgyblion a fanteisiodd ar y cynllun:

'Talodd yr ysgol i ailaddurno'r ystafell. Nid oes digon o arian os ydych chi'n sefydlu gwasanaeth o ddim – costau celfi ac ati. Mae problemau'n dechrau oherwydd bod ysgolion wedi gorfod prynu celfi ac ati, wedi'u seilio ar y diddordeb a fynegwyd ac nid y niferoedd sy'n mynychu go iawn. Yn fy achos i, roedd hynny'n llai'

Mewn un ysgol arbennig a oedd yn darparu ei bwyd ei hun, roedd y plant yn gallu bwyta cymaint ag yr hoffent – polisi yr oedd y pennaeth yn teimlo'n gryf iawn drosto – er nad oedd hi'n sicr y byddai'r gyllideb yn cynnwys hynny. Soniodd eraill am yr anhawster o gynnig amrywiaeth o fwydydd.

Roedd yr arian ar gyfer staff goruchwylio yn ddigon da, ym marn y mwyafrif. O ddarllen y sylwadau ychwanegol, dywedodd un athro bod *'arian ar gyfer trefniadau staffio priodol yn werth chweil,'* tra dywedodd dau arall:

'Does dim digon o arian yn y cynllun i gynnwys costau staffio.'

'Mae'r costau'n gyfyngedig braidd – rydym ni angen rhagor o staff i ymdopi gyda disgyblion â datganiad, felly cyflogi 4 ar gyfer tua 30 o ddisgyblion – rhy ddrud o lawer.'

I'r rhan fwyaf o ysgolion, roedd y ffaith bod yr awdurdodau lleol yn hawlio arian ar eu rhan yn beth cadarnhaol, ac efallai bod hyn yn esbonio'r cynifer a ddywedodd eu bod yn ansicr am ba mor hawdd oedd cael gafael ar arian. Er hynny, roedd un ymatebwr yn poeni am y ffordd gwmpasog yr oedd yr ysgol yn gorfod ei chymryd i gael yr arian hwn:

'Dylid dyrannu'r arian yn uniongyrchol i'r ysgolion – gan sefydlu cyfrif ar wahân a pharatoi adroddiad archwilio i'r Cynulliad.'

Wrth ymweld ag ysgolion, fe ddaeth hi'n amlwg nad oedd rhai costau wedi'u neilltuo ar gyfer y Cynllun Brecwast, a bodd eraill ynghudd. Mewn un ysgol, roedd aelodau'r staff yn mynd â'r holl gadachau a llieiniau sychu llestri gyda nhw i'w golchi gartref. Roedd ysgol arall yn defnyddio arian y clwb brecwast wedi'i noddi gan y Gronfa Cyfleoedd Newydd i brynu bagiau bin ac offer glanhau yn ogystal â chostau teithio i'r goruchwyliwr brynu bwyd ac eitemau eraill. Hyd yn oed mewn gwasanaethau ceginau ysgol, dywedodd un cogydd ei fod yn cael yr offer glanhau o'r stoc cyffredinol.

Cododd ysgolion unigol faterion eraill yn ymwneud ag ariannu, ac mae angen ymchwilio iddynt ymhellach. Roedd hyn yn cynnwys yswiriant, costau ynni, contractau glanhau a chostau gofalwyr. Roedd un ysgol hefyd yn cwyno ei bod wedi colli'r incwm a oedd yn dod i law o'u clwb brecwast eu hunain.

2. Gweithredu drwy'r Awdurdodau Lleol

2.1 Safbwyntiau'r Cynulliad Cenedlaethol

Teimlwyd bod amrywiaeth eang o bobl a sefydliadau â diddordeb mewn bwyd a materion ieched mewn ysgolion wedi bod ynghlwm wrth ddatblygu'r cynllun o'r cychwyn cyntaf ac y dylid parhau â hyn. Roedd y tîm hefyd yn teimlo fod brwdfrydedd yr Awdurdodau Lleol wedi cael *'dylanwad mawr ar ba mor llwyddiannus mae'r cynllun yn cael ei gyflwyno o gam i gam ym mhob awdurdod.'*

Er hynny, codwyd pryderon bod y sawl a bennwyd gan y Cyfarwyddwr Addysg o bosib yn gweithio ar ei ben ei hun heb allu manteisio ar arbenigwyr eraill perthnasol

yn yr Awdurdod Lleol. *'Mae'n anodd gweithio gyda phobl nad oes gennyh gysylltiad uniongyrchol â nhw...rydych un cam ar ei hól hi.'*

2.2 Safbwyntiau'r Awdurdodau Lleol

Roedd y staff a gafodd y cyfrifoldeb o gefnogi ysgolion y fenter oll yn gweithio ym maes arlwygo, ac felly roedd y rhan fwyaf ohonynt (8) yn credu bod hyrwyddo'r cynllun yn cyd-fynd yn addas â'u gwaith, *'Mae'n ymwneud â bwyd, felly dyma'r lle amlwg i roi'r fenter ar waith yn yr awdurdod.'* Roedd ambell eithriad, fodd bynnag, gydag un cynrychiolydd yn teimlo fod sawl cyfrifoldeb,

'Mae gen i lawer o bethau gwahanol i'w gwneud. Mewn Awdurdodau eraill, mae pobl yn canolbwyntio mwy ar brydau ysgol. Dim ond hyn a hyn o waith alla i ei wneud'

Er i un weithwraig ddweud bod ei swyddogaeth yn cyd-fynd yn dda â'r gwaith arlwygo, roedd gan y staff bryderon o ran cael yr ysgolion i wrando. Trwy gynnwys cynrychiolydd ysgolion iach, fodd bynnag, llwyddwyd i ennyn sylw'r ysgolion heb unrhyw drafferth. Ar y cyfan, roedd yr ymatebwyr yn teimlo mai brwdfrydedd a gwaith caled oedd yn allweddol i'w llwyddiant:

'Mae wedi gweithio oherwydd, fel gyda phob Awdurdod Lleol yng Nghymru, ni fyddem wedi caniatáu i bethau fod fel arall. Mae'r trefniant partneriaeth hwn ...sydd rhyngom ni a'n penaethiaid a'n hysgolion wedi gwneud i'r cyfan weithio.'

Roedd rhywfaint o amrywiaeth o ran sut roedd yr awdurdodau'n cefnogi'r cynllun, sy'n awgrymu bod angen rhannu arferion da a chynghorion yn y dyfodol. Er enghraifft, disgrifiodd un ymatebydd y canlynol:

'Rydym ni'n ceisio sefydlu'r cynllun heb osod fawr o gyfrifoldeb ar yr ysgolion. Pe baem yn ei adael yn nwylo'r ysgolion, ni fyddai'n mynd rhagddo, byddai llawer o waith arall a llawer o beryglon posib. Ein nod yw sefydlu'r cynllun mor ganolog â phosib.'

Mae un cynrychiolydd wedi paratoi pecyn cymorth sy'n dangos lle gall ysgolion gael bwyd a chyfarpar gan nad oedd hi'n hyderus bod yr ysgol yn gwybod digon am faterion ansawdd a diogelwch wrth gael bwyd.

Er gwaethaf pryderon staff y Cynulliad ynghylch gweithio'n integredig, rhoddodd tri ymatebydd bwyslais ar weithio mewn partneriaeth,

'Rydym yn trin hyn fel partneriaeth. Cydgysylltydd Ysgolion Iach, Deietegwyr y GIG, sef partneriaid y Cynghrair Iechyd Lleol mewn gwirionedd. Mae'r Is-grŵp Maethiad yn hynod o gryf.'

Cafwyd anawsterau mewn lleoedd eraill, fodd bynnag, *'Roeddwn i eisiau cynnwys materion adnoddau dynol, cludiant i'r ysgol, croesfannau, cludiant. Dyw hynny ddim wedi digwydd.'*

2.3 Safbwyntiau'r ysgolion

Roedd sylwadau'r ysgolion am gymorth yr Awdurdodau Lleol yn gadarnhaol iawn. Roedd y rhan fwyaf (18) yn teimlo ei fod yn ddefnyddiol dros ben, ac (14) o'r farn ei fod yn eithaf defnyddiol. Caiff hyn ei adleisio mewn sylwadau fel *'cawsom gymorth gwych gan yr Adran Arlwyo' a'r ffaith 'nad oes unrhyw faich ychwanegol arnaf i, a'r cyfan yn cael ei weinyddu'n ganolog.'* *'Mae'r AALL yn cymryd gofal am bopeth.'*

Dim ond dau ymateb negyddol a gafwyd, gydag un o'r farn nad oedd y cyngor yn ddefnyddiol o gwbl.

'Roedd rhaid i'r ysgol ysgwyddo'r baich o drefnu pethau ar y funud olaf er bod dealltwriaeth y byddai'r Awdurdod yn gyfrifol am hyn'

Tra'r oedd un arall yn poeni am y dyfodol:

'Dim ond un person [lleol] y gallwn ni ffonio i gael ateb. Bydd e'n rhy brysur mwya'r sydyn, a bydd y system yn methu.'

3. Gweithredu drwy'r ysgolion

Mae sut mae'r ysgolion yn gweithredu'r fenter Brechwast am Ddim yn amrywio'n fawr, o ran amser, lleoliad, y bwyd sy'n cael ei ddarparu, cyd-blethu'r cynllun, staffio, faint sy'n derbyn brechwast a'r effaith dybiedig.

3.1 Amser

Mae'r hyblygrwydd sydd gan yr ysgolion i ddewis sut i weithredu'u cynlluniau yn cael ei adlewyrchu yn yr amseroedd cychwyn a hyd y cynlluniau. Mae'r cynllun cynharaf yn cychwyn am 7.45 a.m. a'r hwyraf yn cychwyn am 8.30, gyda'r rhan fwyaf yn cychwyn rhwng 8.00 a 8.15. Mae'r cynllun cynharaf yn gorffen am 8.30 a'r hwyraf am 9.15, gyda'r rhan fwyaf yn gorffen rhwng 8.45 a 9.00. Mae eithriadau i hyn – ysgol gynradd fawr iawn sy'n methu â bwydo'r holl ddisgyblion i gyd cyn i'r ysgol ddechrau, ac sydd felly'n gweini bwyd drwy'r dydd; a dwy ysgol feithrin sy'n gweini brechwast ar ôl 9.00a.m. Mae tabl 4 yn dangos y gwahaniaethau tebyg o ran hyd y cynlluniau brechwast.

Tabl 4: Hyd amser y cynlluniau brechwast

	Dros 60 munud	50-60 munud	40-50 munud	30-40 munud	20-30 munud	10-20 munud
Nifer yr ysgolion	1	11	9	9	3	2

Mae materion fel cyrraedd yr ysgol a'r nifer sydd angen eu bwydo yn effeithio ar amseriad y cynllun. Meddai un ymatebydd:

'Mae'r hyblygrwydd i weini bwyd tan 9.00 yn sicrhau bod y plant sy'n teithio i'r ysgol mewn tacsï neu fws mini yn gallu cael bwyd.'

Tra soniodd un arall:

'Mae brecwast yn dechrau am 8.15 ar hyn o bryd. Er hynny, mae ciw diddiwedd o blant a rhieni yn disgwyl i ddod i mewn. Rwy'n gobeithio dechrau am 8.00.'

Mae ffactorau eraill yn cynnwys a yw'r ysgol yn meddwl ei bod yn bwysig cynnig gweithgareddau i'r disgyblion fel rhan hanfodol o'r cynllun. Mae hyn i'w weld yn arbennig o wir mewn ysgolion oedd â chlwb brecwast wedi'i noddi yn y gorffennol.

3.2 Lleoliad

Adran Arlwyo'r Awdurdod Lleol sy'n paratoi'r brecwast yng nghegin y rhan fwyaf o ysgolion yr astudiaeth (n = 31). Felly, mae'r rhan fwyaf o'r ysgolion yn defnyddio eu neuadd fwyta ar gyfer y cynllun, gan ddefnyddio'r un byrddau a chadeiriau â'r prydau amser cinio. Mae'r gegin felly yn llawn cyfarpar, a does dim angen i'r cynllun brecwast dalu am gyfarpar sylfaenol. Mae'r lleoedd bwyta fel arfer yng nghanol adeilad yr ysgol, ac o fewn cyrraedd hawdd i'r pennaeth a'r staff dysgu eraill. Mae gan y neuaddau bwyta hefyd ddigon o le i nifer fawr o ddisgyblion. Mae hyn wedi bod o fudd i rai ysgolion sydd â llawer o ddisgyblion, ond mae'n anodd creu awyrgylch groesawgar pan nad oes llawer yn cael brecwast.

Roedd yr ysgolion yr ymwelwyd â nhw wedi gwneud ymdrech i greu lle croesawgar, gyda rhai'n rhoi blodau ar y byrddau a nifer wedi prynu powlenni, platiau a chwpanau plastig yn unswydd ar gyfer amser brecwast. Mewn un ysgol, roedd amrywiaeth o weithgareddau darllen a thynnu lluniau ar gael mewn bocsys plastig hawdd eu cadw. Mewn rhai ysgol (n = 20) mae'n ymddangos mai'r neuadd fwyta yw prif neuadd yr ysgol hefyd. Mae hyn wedi peri problemau mewn rhai achosion, yn enwedig gan fod angen glanhau a pharatoi'r neuadd i'w defnyddio ar ddechrau'r dydd. Yn wir, dywedodd un ysgol mai'r prif reswm dros lwyddiant eu cynllun brecwast oedd y ffaith bod ganddynt ystafell fwyta ar wahân.

O ran cynlluniau nad ydynt yn dibynnu ar gegin yr ysgol, maent yn ddigon hyblyg i'w lleoli mewn lleoedd gwahanol, fel yr ystafelloedd teuluoedd a chymuned neu hyd yn oed ystafelloedd wedi'u trawsnewid yn arbennig ar gyfer amser brecwast. Mae'r rhain yn bennaf mewn ysgolion oedd â chlybiau brecwast yn y gorffennol. Un o brif fanteision cael lle penodol yw bod modd ei droi'n 'gaffi' brecwast, gyda lle i gynnal gweithgareddau amrywiol a byrddau nad oes angen eu cadw ar derfyn dydd. Felly, mae modd i'r ysgol ddefnyddio'r ystafell hon am weddill y dydd; er enghraifft ystafell yr ymwelydd iechyd fel yn achos un ysgol. Un anhawster posib yw bod yr ystafelloedd hyn yn aml yn bell o brif galon yr ysgol. Roedd gan oruchwyliwr un cynllun ei ffôn pcedd ei hun gyda rhif swyddfa'r ysgol eisoes ynddo, fel bod modd pwyso 'redial' os oedd unrhyw argyfwng.

3.3 Y bwyd sy'n cael ei ddarparu

Mae'n ymddangos bod pob ysgol yn dilyn y ddogfen gyfarwyddyd, gan roi dewis i blant o blith y grwpiau bwyd canlynol: diodydd a chynhyrchion llaeth, grawnfwydydd

heb haen o siwgr, ffrwyth (gan gynnwys sudd heb ei felysu) a bara. Mae'r rhan fwyaf o ysgolion yn cynnig grawnfwyd a llaeth, tost a sudd ffrwythau a naill ai ffrwythau ffres, sych neu mewn tun. Wrth ymweld ag ysgolion, dywedodd dau gogydd bod y plant i'w gweld yn cael blas ar iogwrt ond ei fod yn rhy ddrud i'w gynnig yn rheolaidd. Dim ond dwy ysgol oedd yn cynnig bara arbenigol, ac roedd myffins yn boblogaidd iawn mewn un ysgol. Er bod goblygiadau ariannol ynghlwm wrth gynnig y fath amrywiaeth, mae modd ei ddarparu ac mae'n boblogaidd iawn ymysg y plant. Yn wir, nododd dau gogydd nad oedd y plant yn gwastraffu fawr ddim o'u bwyd a'u bod yn frwdfrydig iawn am y prydau o'u dewis.

Er hynny, dywedodd lleiafrif (3) eu bod yn cynnig bwyd nad ydynt yn y ddogfen gyfarwyddyd: roedd dwy ysgol yn cynnig siocled poeth ar ôl teimlo bod angen diod boeth; ac ysgol arall yn cynnig diod sgwash. Roedd ambell blentyn a gyfwelwyd yn poeni nad oedd siwgr ar gael:

'Hoffwn i gael siwgr yn fy ngrawnfwyd, ond mae e i fod yn iachus.'

Dywedodd un goruchwyliwr i'r canlynol ddigwydd ar ddechrau'r cynllun:

'Daeth un plentyn â siwgr mewn cwodyn plastig, a'i roi i blant eraill – gallai fod wedi bod yn unrhyw beth – o leia' roedd yn bwnc trafod da.'

3.4 Cyd-blethu'r cynllun

Mae Dogfen Gyfarwyddyd y Cynllun yn cyfeirio at un elfen arbennig o ran cyd-blethu â mentrau eraill:

'Mae'r fenter yn ychwanegu at yr hyn sydd eisoes wedi'i gyflawni o safbwynt bwytia'n iach a maetheg yng Nghynlluniau Rhwydwaith Ysgolion Iach Cymru.'

Dyma'r rhesymeg dros gynnig brechwast am ddim yn nhyb y mwyafrif o gynrychiolwyr Awdurdodau Lleol (6). Yng ngeiriau un ohonynt:

'Rydym wedi sefydlu'r fenter hon ar sail gwella iechyd. Mae hwn yn gam pwysig. Hoffem weld ysgolion yn meithrin ymagwedd ysgol gyfan tuag at Faetheg. Mae brechwast yn un ddolen gyswllt arall dan yr ymbarél hwnnw. Mae'n cysylltu â darparu llaeth, siopau ffrwythau, prydau cinio gwell.'

Mae pwysigrwydd cyd-blethu'r fenter hefyd yn cael ei adlewyrchu ar lefel ysgolion. Mae tabl 5 yn dangos bod mwyafrif yr ymatebwyr o'r farn bod y cynllun yn cyd-blethu fwyaf llwyddiannus gyda'r Cynllun Ysgolion Iach, ac yna'r siopau ffrwythau a sylw yn y cwricwlwm.

Tabl 5: Cyd-blethu'r cynllun brecwast mewn ysgolion

Menter yr Ysgol	Llawer iawn/ Cryn dipyn	Cryn dipyn	Ansicr	Ychydig	Dim o gwbl	n
Siop ffrwythau	12	7	1		2	22
Cynllun Ysgolion Iach	15	7	1	2		25
Sylw i faterion maeth yn y cwricwlwm	11	6	4	2	1	24

Cyfeiriodd ysgolion unigol at y cysylltiad gyda chlybiau ar ôl ysgol, clybiau canol dydd a darparu peiriannau dŵr oer yn yr ysgol. Roedd y rhan fwyaf eisoes yn gysylltiedig â mentrau hybu iechyd fel y Cynllun Ysgolion Iach a siopau ffrwythau. Roedd hi'n amlwg o ymweld â'r ysgolion bod llawer yn gweld y fenter brecwast fel cam nesa'r cynllun hwn. Mae'n werth nodi hefyd bod un ysgol yn gweld y fenter fel modd o atgyfnerthu natur ofalgar yr ysgol. Pwysleisiodd ysgol arall ei fod yn hwb i'w henw da yn y gymuned:

'Mae'n ychwanegiad gwerthfawr i bwysigrwydd a chyfrifoldebau'r ysgol yn y gymuned.'

3.5 Y nifer sy'n manteisio ar y brecwast

Y gyfran isaf o ddisgyblion sy'n derbyn brecwast am ddim mewn ysgol ar hyn o bryd (fel y cofnodwyd yn yr holiadur gan ysgolion) yw 8%, a'r gyfran uchaf (heblaw am 100% o ddisgyblion ysgolion meithrin sy'n darparu'r gwasanaeth fel rhan o ddiwrnod ysgol) 'dros 80%'. Dywedodd y mwyafrif o ysgolion bod rhwng 15% a 33% o ddisgyblion yn manteisio ar y brecwast am ddim. Mae angen astudio hyn yn ôl maint ysgolion y cyfnod arbrofol hwn, lle mae nifer y disgyblion yn amrywio o 29 i 547. Yn y rhan fwyaf o ysgolion (28) roedd nifer y disgyblion oedd yn manteisio ar y brecwast yn eithaf cyson, gyda dim ond 3 ysgol yn credu bod y nifer yn anwadal. Mewn un achos, rhoddwyd rheswm am hyn: *'Y tywydd, a dewis cyfyngedig o rawnfwydydd!'*

Roedd y niferoedd wedi gostwng yn raddol mewn dwy ysgol. Dyma'r rheswm a gynigiwyd:

'Nid yw'n gymaint o beth newydd erbyn hyn, ac mae'r boreau wedi bod yn dywyll, a'r tywydd yn arw – nid yw'r plant yn dod i'r ysgol mor gynnar.'

Aeth yr ysgolion ati i ddefnyddio sawl dull hyrwyddo er mwyn denu disgyblion i'r cynllun. Roedd y rhan fwyaf o'r farn mai anfon llythyr i'w cartrefi oedd fwyaf llwyddiannus (27), gyda 24 o'r rhain yn defnyddio'r llythyr o Ddogfen Gyfarwyddyd y Cynulliad, ac yn hyrwyddo'r cyfan ar dafod leferydd (24). Roedd y gwasanaethau boreol hefyd yn hwb i rai ysgolion (18) a phosteri yn ddefnyddiol i eraill (14).

Dywedwyd bod nifer cyfartal o fechgyn a merched yn dod i gael brecwast am ddim. Roedd y rhan fwyaf o ysgolion wedi llwyddo i ddenu disgyblion o bob oed, er i bedair ysgol ddweud bod mwy o ddisgyblion hŷn yn defnyddio eu cynlluniau nhw na'r rhai iau. Y rheswm am hyn yn ôl un ohonynt, oedd bod disgyblion hŷn yn dod i'r ysgol ar

eu pennau eu hunain. Cafwyd atebion amrywiol o ran cefndir economaidd-gymdeithasol y disgyblion a oedd yn cael brecwast am ddim. Roedd 16 o ysgolion o'r farn eu bod yn perthyn i grwpiau economaidd-gymdeithasol is, gyda sylwadau fel:

'Mae'n disgyblion ni i gyd yn perthyn i'r categori hwn '

'Rydym yn llwyddo i roi brecwast i'r rhai sydd ei angen, ond mae rhagor ar ôl o hyd. Mae rhai rhieni'n teimlo ei fod yn dangos na allant edrych ar ôl eu plant, felly rydym yn ceisio goresgyn hynny.'

Roedd 14 o ysgolion yn teimlo fod y cynllun yn denu disgyblion o gefndiroedd gwahanol. Er hynny, roedd dwy ysgol yn tybio bod disgyblion o gefndir economaidd-gymdeithasol uwch yn fwy tebygol o ddod i gael brecwast am ddim oherwydd bod eu rhieni yn fwy ysgogol a'i fod yn helpu gyda'u patrymau gwaith nhw:

'Y nod oedd targedu'r rhai y gwyddom nad ydynt yn cael brecwast. Ond os nad oes ydyn nhw'n[rhieni] trafferthu gwneud brecwast, yna wnawn nhw ddim trafferthu dod â'u plant i'r ysgol yn gynnar.'

'Mae'r gwasanaeth hwn o fudd i rieni sy'n gweithio. Mae'n debyg ei fod yn cynnig cyfleuster gofal plant rhad iddyn nhw.'

3.6 Yr effaith ar ddisgyblion

Wrth roi'r cynllun ar waith am y tro cyntaf, roedd y manteision tybiedig yn debygol o fod yn ymwneud ag iechyd a maetheg. I ddilyn, roedd manteision yn ymwneud ag ymddygiad, lefelau canolbwyntio a phresenoldeb. Roedd llawer llai o ymatebwyr yn tybio y byddai'r fenter yn effeithio ar faint sy'n manteisio ar ddarpariaethau bwyd eraill yr ysgol. Fe fydd yn ddiddorol gweld a fydd casgliadau'r brif astudiaeth yn nodi'r manteision tybiedig hyn, wrth i'r cynllun ddatblygu a chynnwys mwy o ysgolion.

Tabl 6: Effaith y fenter ar y disgyblion, yn nhyb y disgyblion

Effaith ar y disgyblion	Cryn dipyn	Eithaf tipyn	Ansicr	Ychydig	Dim o gwbl	n
Ymddygiad cyffredinol yn yr ysgol	4	12	10	4	2	32
Y gallu i ganolbwyntio	4	12	11	2		29
Bwyta deiet iach	12	13	2	3	1	31
Agweddau cadarnhaol at fwyta'n iach	10	15	1	5		31
Iechyd a lles cyffredinol	9	9	5	4	1	28
Dim yn methu brecwast	14	10	4	1		29
Presenoldeb yn yr ysgol	4	9	9	2	6	30
Gwario yn siop yr ysgol	1	3	4	4	10	22
Y nifer sy'n cael prydau ysgol		1	4	5	18	28

Mae sylwadau gan rai ysgolion yn adleisio'r sgoriau hyn, sy'n awgrymu bod ganddynt blant sy'n cael brecwast am y tro cyntaf. Cyfeiriodd eraill at y ffaith bod y plant yn cael brecwast iachus iawn.

'Mae'n diwallu anghenion gwirioneddol, sef denu llawer o blant na fyddai'n cael brecwast.'

'Mae rhywbeth sy'n rhoi bwyd iach i blant yn dda.'

'Mae'n cynnig brecwast mwy cynhwysfawr o lawer na'r Clwb o'i flaen.'

Wrth arsylwi ar blant yn y cynlluniau yr ymwelwyd â nhw, mae'n amlwg eu bod yn bwyta ac yn gwerthfawrogi'r hyn oedd ar gael. Fel y dywedodd un bachgen:

'Dwi'n hoffi'r bwyd. Dwi'n credu eu bod nhw'n gogyddion gwych!'

Roedd dau riant a holwyd yn teimlo fod y cynllun yn sbarduno eu plant i flasau bwydydd gwahanol. Roedd un cogydd yn teimlo fod y disgyblion yn fwy awyddus i fwyta cinio. Roedd un pennaeth hyd yn oed o'r farn ei fod *'yn gwella croen y plant.'*

Er hynny, efallai y bydd angen ystyried un pwynt a godwyd gan gynrychiolydd awdurdod lleol:

'Mae 'na sôn am ordewdra mewn ysgolion. Gallai rhai plant gael brecwast yn eu cartref, brecwast yn yr ysgol, byrbryd amser egwyl a chinio.'

Mae angen bwrw golwg fanylach ar hyn, er nad dyma'r achos yn y cynlluniau yr ymwelwyd â nhw. Dywedodd rhai o'r plant iddynt gael diod cyn dod i'r ysgol, ond ni chyfaddefodd neb eu bod wedi cael rhywbeth i'w fwyta. Roedd un pennaeth hefyd yn teimlo nad oedd llawer o'r plant yn bwyta fawr ddim yn eu cartref ar ôl ysgol, a'u bod felly'n bwyta llawer o'u dogn dyddiol yn y bore.

Mae gan benaethiaid ddiddordeb arbennig i weld a yw brecwast yn cael effaith gadarnhaol ar allu plant i ddysgu yn yr ysgol. Fel y gwelir yn nhabl 6, roedd ysgolion yn dweud bod y cynllun yn cael effaith gadarnhaol ar ymddygiad, lefelau canolbwyntio ac ymddygiad – hyd yn oed mor gynnar â hyn. Mae'r sylwadau isod yn pwysleisio hyn:

'Mae hwn yn rhoi'r un chwarae teg i'r holl blant, gall pob un ohonynt ganolbwyntio yn y dosbarth.'

'Mae plant yn bwrw iddi'n haws ac yn canolbwyntio'n well ar dasgau'r dosbarth.'

Cyfeiriodd yr ysgolion at fanteision eraill yn eu hatebion penagored. Nododd 12 ysgol bod y lefelau presenoldeb wedi gwella. Mae hyn yn ymwneud â'r fantais o gael plant ar y safle cyn dechrau'r diwrnod ysgol.

'Mae prydlondeb wedi gwella'n ddramatig.'

Dywedodd un plentyn wrth gael ei gyfweld:

'Mae'n eich arbed rhag paratoi eich brecwast eich hun a bod yn hwyr i'r ysgol.'

Cyfeiriodd 13 o ysgolion at y ffaith bod y cynllun yn rhoi dechrau diogel a threfnus i'r diwrnod.

'Maen nhw'n mynd drwy helbulon cymdeithasol fin nos, ac mae'r boreau hyn yn rhoi cychwyn tawel i'w diwrnod.'

'Does dim rhaid i'r disgyblion fynd yn syth i'r ystafell ddosbarth. Maen nhw'n cael dechrau cynnes ond trefnus i'w diwrnod. Mae wir yn helpu rhai i gael eu traed danynt yn well, yn nes ymlaen yn y dydd.'

'Lle'r arferai plant fod wrth giatau'r ysgol, maen nhw bellach yn ddiogel y tu mewn'.

Mantais arall, dybiedig, yw'r holl gymdeithasu sy'n digwydd amser brecwast. Nodwyd hyn gan y disgyblion a gafodd eu cyfweld. Dywedodd llawer eu bod yn mwynhau'r cynllun fel cyfle i fod gyda'u ffrindiau. Cyfeiriodd y staff (18) at hyn hefyd:

'Mae gan lawer o'r plant yma broblem iaith a lleferydd, ac mae'r holl gymdeithasu dros frechwast yn beth da. Does dim i'w wneud ond siarad, ac mae tipyn o fwrlwm yma.'

'Mae'r sgiliau cymdeithasu, sgwrsio, chwarae gemau yn bwysig. Nid y bwyd yn unig sy'n bwysig'

Yn yr ysgolion yr ymwelwyd â nhw, roedd nifer wedi paratoi amrywiaeth o weithgareddau i'r plant - fel tynnu lluniau, gwneud cardiau Nadolig, gwyllo'r teledu, chwarae gemau bwrdd, darllen llyfrau neu ddefnyddio'r ystafell gyfrifiaduron. Mae un ysgol am gyflwyno gweithgareddau hwyliog wedi'u seilio ar feysydd gwahanol y cwricwlwm. Maen nhw eisoes wedi enwi'r byrddau fel modd o gyflwyno'r Gymraeg i'r disgyblion.

Ymddengys bod yr holl ysgolion yn rhoi pwyslais ar hybu hunan-barch y disgyblion sy'n dod i'r cynllun brecwast am ddim. Dywedodd un ysgol ei bod yn gwneud "ffys mawr" ar ddiwrnod pen-blwydd rhywun. Roeddynt hefyd wedi creu cyfleoedd i enwebu plant y cynllun ar gyfer y 'Golden Time Awards' sy'n cael eu cyflwyno yng ngwasanaethau'r bore i wobrwyo'r rhai sy'n ymddwyn yn dda. Mae 'Wardeiniaid Cymuned yr Heddlu' hefyd yn rhan o'r cynllun. Maen nhw'n gweld hyn fel cyfle i siarad gyda phlant mewn awyrgylch hamddenol a diogel, gan obeithio y bydd y gymuned yn elwa ar hyn. Mae ysgolion eraill yn dysgu plant i fod yn annibynnol trwy eu hannog i ddewis a chasglu eu bwydydd eu hunain, a chlirio popeth ar ôl gorffen. Roedd cyfle i'r plant sychu byrddau a helpu i estyn gweithgareddau a'u cadw ar eu hôl. I un plentyn, y gwaith clirio oedd y peth gorau am amser brecwast yn yr ysgol. Yn olaf, mae rhai ysgolion wedi sefydlu cynlluniau 'cyfeillion' fel bod disgyblion hyn yn gallu helpu'r rhai iau, gan mai *'dyma'r prif gyfrwng i blant allu cyfarfod ar draws y cyfnodau'*.

Er hynny, mae'n bwysig cydnabod mai dim ond y plant sy'n mynychu'r cynllun brecwast am ddim sy'n mwynhau'r manteision hyn. Yn ôl un pennaeth:

'Mae'n wych i bawb sy'n mynychu'r cynllun, ond mae gormod o blant na allant ddod am nad yw eu rhieni'n eu hebrwng yno.'

3.7 Yr effaith ar rieni

Y brif effaith dybiedig ar rieni yw rhagor o gyfle i gael gwasanaeth gofal plant. Nodwyd hyn gan 20 o athrawon. Meddai un pennaeth:

'Dywedodd Llywodraeth y Cynulliad mai darparu bwyd, nid gofal, sydd wrth wraidd hyn...does dim modd gwahaniaethu, munud mae'r plant ar safle'r ysgol, rhaid gofalu amdanynt.'

Dywedodd eraill:

'Mae'n gyfle i rieni sydd eisiau mynd i'r gwaith sicrhau bod eu plant yn cael eu goruchwylio peth cynta'r bore.'

'Gobeithio bod hyn yn galluogi pobl i gael gwaith.'

'Mae'r rhieni'n dod â'u plant i'r ysgol gan wybod eu bod yn cyrraedd yn ddiogel ac yn cael pob gofal.'

Wrth holi'r rhieni sy'n dod â'u plant i gael brecwast am ddim, dywedodd nifer ei fod yn hynod ddefnyddiol ar gyfer eu gwaith.

'Maen nhw'n cael eu goruchwylio gyda phob gofal, maen nhw'n adnabod y staff.'

Er hynny, fel y pwysleisiodd un pennaeth, *'Nid yw'r fformiwla dyrannu arian yn darparu ar gyfer gofal plant.'* Roedd un ysgol hyd yn oed wedi mynd mor bell â chodi 50c i gynnwys costau gofal plant (ar gyfer pethau tafladwy, bwrdd snwcer a chostau cynnal a chadw cyfrifiaduron). Roedd yn cyfiawnhau hyn trwy ddweud ei fod yn *'5 munud ar gyfer brecwast, a 55 munud o weithgareddau'*

Roedd rhai ysgolion yn credu y byddai'n helpu teuluoedd mewn angen gyda'u biliau bwyd wythnosol. Roedd dau gynllun hefyd yn croesawu rhieni i gael brecwast am bris bychan, oherwydd bod *'gwir angen yno'*. Bwyta neu beidio, roedd rhai rhieni a holwyd yn hoffi bod yno'n eistedd a siarad gyda'u plant gan nad oedd yn *'straen fel bod gartref.'* Hefyd, roedd hyn yn gyfle i athrawon a staff eraill sgwrsio gyda'r rhieni mewn awyrgylch anffurfiol. Roedd un pennaeth yn teimlo ei fod yn *'hybu'r polisi drws agored.'*

4. Gweithredu a chynnal y fenter yn y dyfodol

Ar y cyfan, roedd cefnogaeth i'r syniad y dylai'r fenter Brecwast am Ddim barhau. Roedd cynrychiolwyr yr athrawon a'r Awdurdodau Lleol felly'n teimlo ei bod yn hanfodol sicrhau bod arian ar gael ar gyfer y dyfodol, ac asesu ac ymateb i gostau'r cynllun a'r goblygiadau i staff amrywiol.

4.1 Safbwyntiau cyffredinol

Roedd y rhan fwyaf o athrawon o blaid y cynllun ac yn cefnogi'r syniad o'i ddatblygu yn y dyfodol. Roedd rhai penaethiaid yn credu y byddai'n hawdd parhau i gynnal y fenter, a'i bod yn bwysig bod hyn yn digwydd yn y cymunedau y maent yn eu cynrychioli.

'Mae'n gwbl gynaliadwy mewn ardaloedd difreintiedig.'

'Os na wnawn ni ddarparu brecwast i rai plant, wnaiff neb hynny. Rydym fel rhieni maeth i'r plant hyn beth bynnag.'

'Mae'r ffaith bod ysgolion yn gorfod darparu'r gwasanaeth hwn bron fel cyfaddef eich bod yn fethiant; nad yw teuluoedd yn gallu darparu ar gyfer eu plant...ond mi wn bod ei angen.'

Er hynny, roedd un amod:

'Pe bai'n dod yn gynllun cyffredinol, rwy'n credu y byddai hynny'n wastraff arian.'

Ymatebodd y plant yn gadarnhaol iawn i'r fenter. Mae'r safbwynt canlynol yn crynhoi'r cyfan:

'Dwi'n hoffi popeth am frechwast.'

Roedd rhai penaethiaid hefyd ar dân dros y cynllun:

'Does dim wedi effeithio cymaint ar blant. Gan ei fod am ddim, mae'n cyrraedd y plant hynny sydd ei wir angen e'

'Mae hwn yn gaffaeliad gwych i'r ysgol. Does dim byd drwg yn ei gylch e.'

Fodd bynnag, roedd 4 cynrychiolydd yr Awdurdod Lleol yn amau pa mor addas yw'r cynllun yn wyneb pryddau cinio ysgolion.

'Cynllun diffygiol yn llawn bwriadau da. Hoffwn i weld yr arian yn cael ei neilltuo i feysydd llawer mwy cynhyrchiol'

Meddai un arall,

'O safbwynt personol, byddwn i'n cael gwared ar y clwb brecwast a'r cynllun llaeth a ffrwythau, ac yn rhoi cinio am ddim i bob plentyn yng Nghymru.'

Er hynny, dim ond ychydig o ysgolion oedd yn rhannu'r un farn:

'Os ydym am ddylanwadu ar arferion bwyta'n iach, dylem gynnig cinio am ddim. Rwy'n amau y byddai 100% o blant yn manteisio ar hyn. Byddai hyn yn lleihau'r nifer sy'n bwyta cinio pecyn o greision a melysion.'

'Ysgol sy'n cael trafferth talu am bethau sylfaenol, mae'n teimlo fel gwastraff arian.'

Nid oes modd gwerthuso pa mor ddilys yw'r safbwyntiau hyn o gofio canolbwynt yr astudiaeth a'r ffaith mai newydd ddechrau gweithredu'r fenter oedd pawb. Er hynny, mae'r ffaith bod cymaint o sylwadau gwahanol yn amlygu bod angen gwneud gwaith ymchwil cadarn ar sail tystiolaeth sy'n gallu llywio arferion proffesiynol a datblygu polisïau.

4.2 Ariannu

Roedd y rhan fwyaf o ysgolion (21) a chynrychiolwyr yr Awdurdodau Lleol (6) o'r farn bod rhaid ariannu'r fenter yn ganolog er mwyn iddi barhau. Roedd cynrychiolwyr yr Awdurdodau Lleol yn credu'n gryf na allent dalu am y fenter pe na bai'n cael ei hariannu'n ganolog.

'Fe fyddai'n rhoi pwysau annioddefol, ychwanegol, ar yr awdurdod. Mae cyllid cinio ysgol wedi'i docio i'r bôn fel y mae''.

Hyd yn oed gydag arian nawdd, mae un neu ddau'n credu fod y gost yn ormod:

'Nid wyf yn credu bod model Llywodraeth y Cynulliad yn gynaliadwy, gan ei fod yn rhy ddrud. Nid yw wedi derbyn gofal plant fel rhan o'r pecyn nac ystyried goblygiadau staffio.'

'Rwy'n credu fod y costau'n ein rhwystro – rydym angen staff ychwanegol i ymdrin â disgyblion sy'n destun datganiad, ac felly mae angen cyflogi 4 i tua 30 o ddisgyblion – rhy ddrud o lawer.'

Ymateb cymysg sydd i'r syniad a ddylid codi tâl am fwyd er mwyn datblygu tuag at fodel mwy cynaliadwy. I rai, bydd y fenter ond yn llwyddo '*cyn belled ei fod yn parhau am ddim*' a bod '*rhieni wedi cymryd at y fenter oherwydd ei bod am ddim.*' Barn eraill oedd:

'Bydd yn anodd cynnal y fenter brecwast am ddim yn yr hirdymor, ond ar ôl iddi ennill ei phlwyf, efallai na fydd tâl bychan yn gwneud unrhyw wahaniaeth mawr i'r nifer sy'n dod i gael brecwast.'

'Gallech chi godi 20-30c o bosib, ond byddai swm pellach yn rhwystr.'

4.3 Staff arlwyio

Nid yw cynrychiolwyr yr Awdurdodau Lleol wedi cael anawsterau staffio yn yr ysgolion arbrolfol, er i ddau ddweud y gallai problem godi yn y dyfodol. Mae'r rhan fwyaf o'r staff arlwyio amser brecwast hefyd yn gweithio amser cinio yn yr ysgol. Wrth ymweld ag ysgolion, dywedodd y cogyddion bod yr arian ychwanegol yr oeddent yn ei ennill yn ddefnyddiol iawn. Dywedodd eraill eu bod yn gwerthfawrogi'r cyfle i ryngweithio'n anffurfiol gyda'r disgyblion mewn awyrgylch hamddenol, braf. Fel y dywedodd un: '*Rwy'n cael cyfle i sgwrsio gyda'r plant - mae'n rhy brysur amser cinio.*' Er hynny, roedd cogydd arall yn teimlo nad oedd

ganddo fawr o ddewis, tra bod cogyddes arall yn dweud iddi gymryd y gwaith oherwydd *'fyddwn i ddim eisiau neb arall yn fy nghegin i.'*

Soniodd rhai o'r staff am broblemau fel rhagor o waith papur. Roedd gan un ysgol broblem benodol hefyd:

'Ŵyr neb yn union pwy sy'n gyfrifol – maen nhw'n credu mai'r pennaeth sydd, er nad yw hi. Fi yw'r cyntaf i gyrraedd safle'r ysgol, ac roedd rhaid i mi adael rhywun i mewn i wneud gwaith honedig – fe allai wedi bod yn unrhyw un. Dwi ddim yn cael fy nhalu i fod yn gyfrifol am yr adeilad.'

Roedd un cynrychiolydd o Awdurdod Lleol yn credu y byddai'n rhwydd o hyd i recriwtio staff:

'Rydym yn sefydlu'r fenter i fod yn un gynaliadwy. Dim ond gwaith ychwanegol yw e i arlwywyr mewnol, felly does dim problem. Os nad yw'r cogydd yn fodlon gwneud y gwaith yn yr ysgol, mae rhywun arall ar gael – 800 ledled yr awdurdod. Ni ddylai fod yn broblem.'

Serch hynny, roedd y rhan fwyaf o staff yr awdurdod yn credu y gallai problemau godi o gyflwyno'r cynllun yn ehangach. Meddai un ohonynt:

'Efallai 'mod i wedi bod yn lwcus gyda'r ysgolion o ran y staff, ond rwy'n poeni na fyddai pethau'r un fath wrth gyflwyno'r cynllun o gam i gam. Mae'n fwyfwy anodd cael staff cinio.'

Mae un arall yn ymhelaethu ar hyn:

'Mae'n anodd recriwtio a chadw staff, a dyma'r achos amser cinio hefyd. Byddwn i'n wirioneddol hoffi cyflogi pobl dros 65 oed i wneud hyn. Rwy'n credu y byddai llawer o neiniau a theidiau yn barod i wneud y gwaith.'

4.4 Staff goruchwyllo

Mae'r rhan fwyaf o ysgolion wedi recriwtio staff goruchwyllo yn ddidrafferth. Dywedodd un pennaeth iddo allu *'creu dwy swydd ar gyfer aelodau'r gymuned.'* Llwyddodd y rhan fwyaf i gyflogi Cynorthwywyr Cymorth Dysgu, yn enwedig fel Uwch Oruchwylwyr. Mae manteision dros gael staff sy'n gyfarwydd i'r disgyblion. *'Mae'r staff yn wych; maen nhw yn yr ysgol a 'da ni'n eu nabod nhw'n dda.'* Mae hefyd yn arbed defnyddio'r 'Swyddfa Cofnodion Troseddol' i archwilio manylion staff newydd a nodi manylion newydd ar y gyflogres.

Er hynny, nid oedd ambell ysgol arbrofol wedi llwyddo i recriwtio staff. Roedd un ysgol yn defnyddio'r rhieni, ond eu bod yn cael trafferth cadw'r plant dan reolaeth gan nad oeddynt wedi'u hyfforddi fel goruchwylwyr plant. Roedd ysgol arall wedi wynebu'r broblem ganlynol:

'Mae'n anodd recriwtio staff gan fod y rhan fwyaf o rieni'n derbyn amryw o fudd-daliadau'r wladwriaeth, a byddai'r rhain yn lleihau petaent yn gweithio – felly mae gennym dau weithiwr gwirfoddol.'

4.5 Y pennaeth a'r athrawon

Roedd gan y pennaeth swyddogaeth bwysig iawn yn y cynllun. Aeth un cynrychiolydd mor bell â dweud, *'os yw'r pennaeth yn gefnogol, mae'r fenter yn llwyddiant.'* Roedd pob pennaeth a holwyd ar gyfer yr astudiaeth hon yn frwdfrydig dros rai agweddau ar y fenter. Er hynny, roedd lleiafrif (7) yn amau effaith y fenter ar eu llwyth gwaith. Roedd rhai'n weithgar iawn, yn enwedig wrth hyrwyddo'r cynllun, penodi goruchwylwyr, gwneud rhywfaint o waith gweinyddol a mynd i'r afael â rhai materion ymddygiad.

'Fel pennaeth, rwy'n teimlo fy mod yn rhoi llawer o'm hamser i'r clwb hwn. Rwy'n credu i mi gollu 5 awr o amser gweinyddol bob wythnos. Ble mae gwneud iawn am hyn?'

Roedd y rhan fwyaf o bryderon yn ymwneud â'u cyfrifoldeb a'u hatebolrwydd cyffredinol pe bai problemau'n codi.

'Erbyn hyn, mae'r staff a'r plant ar safle'r ysgol o 7.45 nid 8.45 y bore. Os dynt ar y safle, ai'r pennaeth sy'n gyfrifol amdanynt?'

'Diffyg paratoi, dim hyfforddiant a gorfod ymateb i broblemau fel beth i'w wneud os yw'r cogydd yn sâl....'

'Mae angen pennu meini prawf clir o bwy sy'n gyfrifol; pwy sy'n gyfrifol am yswiriant, materion Iechyd a Diogelwch.'

I eraill, fodd bynnag, nid yw'r swyddogaeth hon yn faich:

'Cyn belled eich bod wedi sefydlu'r fenter ac yn hyderus o'r rhai sy'n ei rhedeg, popeth yn iawn. Mewn Ysgol Gymuned, allwch chi ddim bod ar y safle drwy'r amser.'

'Dwi ar y safle os oes angen, ond mae polisi disgyblaeth yr ysgol yn berthnasol i'r cynllun brecwast hefyd, felly prin fod angen amdanaf. Dwi'n dewis galw heibio weithiau i gael gair gyda'r plant. Oherwydd ei fod yn cael effaith leddfod ar y plant, mae fy niwrnod i'n haws o lawer mewn gwirionedd.'

4.6 Materion eraill

Mae materion yn ymwneud â faint o ddisgyblion sy'n defnyddio rhai cynlluniau. Roedd un ysgol yn credu bod angen cynyddu'r niferoedd er mwyn iddo barhau, tra'r oedd ysgol arall yn poeni na fyddai'r cynllun yn para pe bai'r niferoedd yn cynyddu'n sylweddol.

Mae rheoli mynediad i'r ysgol yn ddiogel yn fater i bob ysgol, yn enwedig ben bore pan nad oes fawr o staff o gwmpas. Mae'r dulliau o reoli hyn yn dibynnu ar nodweddion daearyddol pob ysgol. I un pennaeth, y ffactor allweddol bwysig i lwyddiant y cynllun oedd:

'Pa mor addas yw adeilad yr ysgol, lle gellir defnyddio ystafell fwyta'r ysgol a'r toiledau heb orfod mynd a dod i rannau eraill o'r ysgol.'

Roedd cynrychiolwyr Awdurdodau Lleol yn bryderus iawn ynglŷn â'r angen i newid y seilwaith i gyfateb i'r disgyblion sy'n cyrraedd yr ysgol yn gynharach i gael brecwast. Mae hyn yn cynnwys newid oriau gwaith y staff sy'n cynorthwyo'r plant i groesi'r ffordd a newid amseroedd y tacsis a'r bysus sy'n cludo plant i'r ysgol. Ni soniwyd am y pryderon hyn yn holiaduron yr ysgolion nac wrth ymweld ag ysgolion wrth sefydlu'r cynllun yn y lle cyntaf. Mae'r patrolau croesi eisoes ar waith yn yr ysgolion hynny sy'n dechrau'r fenter brecwast yn hwyrach. Mewn ysgol sy'n dechrau'r fenter brecwast yn gynnar, dywedodd y pennaeth mai *'cyfrifoldeb y rhieni'* yw hynny. Ni ddywedodd yr un ysgol bod amseroedd cludo plant i'r ysgol wedi newid – yn hytrach, roedd y cynlluniau naill ai'n ceisio diwallu gofynion y plant wth gyrraedd neu roedd y plant yn derbyn na allent fanteisio arno.

Casgliadau

Proses werthuso ar raddfa fach oedd hon, a fu'n bwrw golwg ar y broses o weithredu'r Fenter Brecwast am Ddim yn genedlaethol, yn yr Awdurdodau Lleol a'r ysgolion yn ystod yr ychydig wythnosau cyntaf. Y nod oedd archwilio'r materion a allai helpu i weithredu'r cynllun fesul cam mewn ysgolion sy'n rhan o glwstwr yr arbrawf ar hap a datblygu mesurau prosesu priodol ar gyfer yr arbrawf. Er i'r rhan fwyaf o ysgolion gael eu dewis ar hap i gymryd rhan, mae'r ffaith mai nhw yw rhai o'r cyntaf i fabwysiadu'r cynllun o bosib wedi dylanwadu ar yr atebion. Yn ychwanegol at hynny, ni lwyddodd 4 ysgol i ddechrau'r cynllun, ni chafodd 7 ysgol eu holi am iddynt ddechrau'r cynllun yn hwyr, a methodd 2 ysgol ag ateb o gwbl. Efallai bod hyn wedi effeithio ar duedd yr atebion. Mae angen cadw'r cyfyngiadau hyn mewn cof wrth ystyried y casgliadau canlynol.

Gweithredu'n genedlaethol

Cafodd y cymorth cenedlaethol ymateb cadarnhaol gan y rhan fwyaf o ysgolion ac awdurdodau lleol. Cymorth arbenigol gan Lywodraeth Cynulliad Cymru a rhanddeiliaid allweddol eraill oedd hwn. Mae'n debyg bod hyn wedi bod yn sylfaen cryf ar gyfer y ddogfen gyfarwyddyd ac agweddau ar y gweithdai. Ymddengys mai proses ymgynghori'r tîm cenedlaethol oedd yn bennaf gyfrifol am ddwyn y gwaith ynghyd, ac am ddarparu gwasanaeth effeithlon ac agored.

Nododd y rhan fwyaf o swyddogion yr ysgolion a'r awdurdodau bod angen parhau i ariannu'r fenter yn y dyfodol. Mae Llywodraeth Cynulliad Cymru wedi gwarantu hyn tan o leiaf 2008. Mae pryderon am faterion costau, a gobeithio y caiff hyn ei egluro'n llawn yn ystod y cynllun arbrol.

Gweithredu drwy'r Awdurdodau Lleol

Rhoddodd yr ysgolion gryn ganmoliaeth i'r cymorth a gafwyd yn lleol. Mae'n bwysig bod gan gynrychiolwyr yr awdurdodau lleol ddigon o amser a brwdfrydedd i fwrw'r fenter yn ei blaen, a bod eu swyddogaeth yn ddigon eang i gyflwyno'r fenter yn yr

ysgolion. Mae'n debyg bod effeithlonrwydd y gwaith yn ymwneud ag ymrwymiad y rheolwyr i weithio gyda gwahanol asiantaethau ac adrannau'r awdurdod.

Gweithredu drwy'r ysgolion

Ymateb cadarnhaol gan mwyaf a gafwyd gan ysgolion yn ystod cyfnod cynnar y fenter. Roedd y cyfnod arbrawf yn gyfle i ysgolion arbrofi gyda manylion y cynllun, ac mae'n amlwg bod yr hyblygrwydd hwn wedi cael dylanwad cadarnhaol ar weithredu a chynnal y fenter. Mae manteision i gynlluniau'r Awdurdodau Lleol a rhai ysgolion hefyd. Yn yr un modd, mae manteision yn ymwneud â chynnig sesiynau gweithgareddau hwy a'r sesiynau byrrach, hwyrach, hynny sy'n canolbwyntio ar fwydydd iach cyn dechrau'r diwrnod ysgol. Byddai'n amhosib ar hyn o bryd i ddweud a yw un sesiwn yn rhagori ar y llall. Byddai angen ystyried ymhellach y gred nad cynllun gofal plant mo hwn, er mwyn parhau â'r ddau fodel.

Mae'r ysgolion yn gytûn nad menter ar ei phen ei hun yw hon, a'i bod yn cyd-fynd yn dda â mentrau iechyd a chymuned, ac yn hybu ysbryd cadarnhaol yr ysgolion. Mae'n ymddangos bod y disgyblion sy'n mynychu sesiynau brecwast am ddim mewn ysgolion dalgylch Cymunedau yn Gyntaf yn elwa'n fawr arno. Yn yr astudiaeth fer hon, mor gynnar ar ôl ei sefydlu, mae'n debyg bod hyn yn fwy na manteision ymddygiad iechyd yn unig - ac yn datblygu i feysydd iechyd a dysgu seicogymdeithasol. Er hynny, roedd rhywfaint o bryder nad yw disgyblion yr ysgolion hyn sydd angen brecwast am ddim yn ei gael - a hynny'n bennaf am nad yw'r rhieni'n dod â nhw i'r ysgol yn brydlon i fanteisio ar y cynllun.

Cododd nifer o faterion gwahanol yn yr astudiaeth sy'n ymwneud â pharhad y cynllun. Dau o bryderon amlwg y mwyafrif yw 'Ai dyma'r ffordd orau o ddefnyddio arian i wella iechyd maethol pobl ifanc' a 'Beth yw'r effaith ar benaethiaid a staff yr ysgol y mae eu llwyth gwaith eisoes yn destun pryder.'

Argymhellion

Cynlluniwyd yr astudiaeth hon i ragflaenu'r arbrawf clwstwr ar hap sy'n cynnwys y cyfnod nesaf o ysgolion arbrol. Bydd y materion a godwyd yn yr adroddiad hwn yn cael eu hastudio'n fanylach o lawer fel rhan o'r gwaith hwn, gan staff Athrofa y Gymdeithas, Iechyd a Moeseg Prifysgol Caerdydd. Er hynny, gallwn gynnig nifer o argymhellion ymarferol dros dro nawr.

Gweithredu'n genedlaethol

Byddai'n beth da a chadarnhaol pe bai 'Tîm Menter Brecwast am Ddim mewn Ysgolion Cynradd' Llywodraeth Cynulliad Cymru'n gallu parhau i gynnig gwasanaeth sy'n agored i bawb. Fe fydd angen mynd i'r afael â chyfyngiadau, er hynny, o ran cynyddu nifer yr ysgolion a'r awdurdodau.

Gallai'r staff sy'n gysylltiedig â'r cyfnod arbrol bellach wneud cyfraniad gwerthfawr tuag at ddatblygu'r cynllun. Gellid cyfrannu at weithdai newydd a gaiff eu trefnu i ysgolion arbrol newydd. Dylai'r rhain fod ar gyfer yr holl staff fydd yn gweithio ar y cynllun, yn ogystal â'r penaethiaid.

Er i Ddogfen Gyfarwyddyd y Cynllun gael ymateb cadarnhaol, mae angen dadansoddi'r adrannau sy'n rhoi cyngor yn fanwl i sicrhau eu bod yn adleisio casgliadau'r cyfnodau arbrol, yn enwedig y wybodaeth ar gostau'r cynllun. Efallai mai un ffordd effeithiol o hwyluso hyn fydd defnyddio cylch trafod o gynrychiolwyr yr ysgolion a'r awdurdodau lleol.

Gweithredu drwy'r awdurdodau lleol

Mae gan gynrychiolydd pob awdurdod lleol swyddogaeth bwysig wrth gefnogi ysgolion lleol. Bydd angen ystyried eu dylanwad wrth i'r fenter fynd o nerth i nerth, ac ystyried ffyrdd o gefnogi gwaith rhwng adrannau a sefydliadau gwahanol.

Gweithredu drwy'r ysgolion

Dylid hyrwyddo amrywiaeth o gynlluniau gydol y cyfnodau arbrol. Gellir monitro manteision ac anfanteision yr holl elfennau'n llawn. Mae angen rhoi sylw manwl i'r modd mae ysgolion yn ymdrin â materion gofal plant. Byddai'n fuddiol cael cylch trafod i rannu arferion gorau wrth ddenu'r plant mwyaf anghenus i gael brecwast.

Er bod y cynllun yn cyd-blethu'n dda â gweithgareddau tebyg eraill mewn ysgolion, mae angen ystyried sut mae'r cynllun brecwast yn cyd-fynd â'r gwasanaethau darparu bwyd eraill mewn ysgolion, yn genedlaethol ac yn lleol.

Gwaith ymchwil yn y dyfodol

Rhaid aros tan yr hirdymor cyn y gwelwn beth yw effaith cynllun brecwast am ddim ar blant. Bydd yn ddiddorol gweld os yw'r dylanwad ar iechyd a dysgu – fel yr awgrymwyd – yn cael ei wireddu dros amser, ac i'w weld yn yr arbrawf hwn.

Dylai'r mater o gynnal/barhau â'r cynllun yn y dyfodol fod yn ganolbwynt gwaith ymchwil manylach. Dylai'r gwaith o redeg y cynllun a'i effaith ar aelodau o staff yr ysgol – yn enwedig yr Uwch Reolwr – ddod yn gliriach. Mae angen bwrw golwg ar gostau a materion gofal plant hefyd.

Mae pob ysgol sy'n rhan o'r arbrawf hwn mewn ardaloedd Cymunedau yn Gyntaf. Os yw'r cynllun am ddatblygu i fod yn un cyffredinol yn hytrach nag ar gyfer carfan benodol, yna efallai y bydd angen archwilio'r materion hyn eto mewn ysgolion ardaloedd mwy cefnog.

Atodiad 1

Cwestiynau i staff y Cynulliad Cenedlaethol

Swyddogaeth a chyfrifoldeb

Beth yw teitl eich swydd? Beth oedd eich gwaith cyn cyflwyno'r fenter hon?

Beth yw eich cyfrifoldebau o ran cyflwyno'r Fenter Brecwast am Ddim?

I bwy rydych chi'n atebol? (Rheolwyr / Grwpiau Llywio)

Pa gymorth rydych chi'n ei gael gyda'ch gwaith?

Hanes y Fenter

Pryd y cyflwynwyd y syniad Brecwast am Ddim am y tro cyntaf?

Beth yw rhesymeg y fenter?

Beth sydd wedi digwydd ers hynny?

Cymorth i ysgolion yr arbrawf

Pa gymorth wnaethoch chi ei roi i'r ysgolion hyn, a phryd?

Manylion y gweithdai – nifer y mynychwyr, cynnwys, gwerthuso

Canllawiau - Ysgrifennoch chi? Pa gymorth gawsoch chi? Pwy gafodd gopi? Unrhyw ymateb?

Gwefan – Faint o ddarllenwyr? Sylwadau?

Dolenni cyswllt ym mhob awdurdod arbrofol

Pwy oedd yn gyfrifol am ddewis cynrychiolwyr pob awdurdod?

Beth yw eu swyddogaeth?

Oedd hwn yn rhwydwaith defnyddiol?

Y sefyllfa ar hyn o bryd

Faint o ysgolion sydd wedi cychwyn y fenter?

Ydych chi'n gwybod pryd fydd rhagor yn ymuno â'r fenter?

Ydych chi'n derbyn y ffigurau monitro? Beth ydych chi'n gofyn amdanynt? Sut maen nhw'n cyrraedd? (drwy'r e-bost/post/dros y ffôn)

Diddordeb yn y Fenter?

Oes gwledydd eraill wedi dangos diddordeb?

Beth oedd agwedd pobl Cymru?

Y wasg

Gweinidogion y Cynulliad

Gwledydd eraill –

Y dyfodol

Beth, yn eich tyb chi, fydd yn digwydd ar ôl y cyfnod arbrofol hwn?

Sut fydd casgliadau'r cyfnod arbrofol yn cael eu defnyddio yn y dyfodol?

A fydd eich swyddogaeth chi yn aros yr un fath?

Beth allai fod o gymorth neu'n rhwystr i weithredu'r fenter?

Pa mor gynaliadwy yw'r rhaglen?

Atodiadau 2

Cwestiynau i gynrychiolwyr Awdurdodau Lleol

- 1) Beth yw eich disgrifiad swydd? Beth yw eich cyfrifoldebau cyffredinol?
 - 2) Sut ddaethoch chi'n gynrychiolydd y fenter Brecwast am Ddim?
 - 3) Ydych chi'n gweithio ar y fenter gydag unrhyw bobl leol?
 - 4) Beth yw'r rhesymeg dros ddarparu brecwast mewn ysgolion, yn eich tyb chi?
 - 5) Sut mae brecwast am ddim yn gysylltiedig â mentrau lleol eraill?
 - 6) Sut aethpwyd ati i ddewis ysgolion arbrofol eich awdurdod?
 - 7) Sut mae'r ysgolion yn cael cymorth:
 - a) Ariannol – faint sydd ar gael, a sut mae ysgolion yn ei gael?
 - b) Staffio - faint o gymorth gallech chi ei roi?
 - 8) Beth yw eich barn am y cymorth a roddwyd gan Lywodraeth Cynulliad Cymru?
 - a) Gweithdai
 - b) Canllawiau
 - c) Gwefan
 - d) Arall
- Oeddech chi'n gysylltiedig â'r gwaith o'u datblygu? Os felly, sut?
- 9) Sut rydych chi'n monitro datblygiad y cyfnod arbrofol?
 - 10) Beth sydd wedi bod o fudd/rwystr i weithredu'r fenter?
 - 11) Unrhyw sylwadau ar gynaliadwyedd y fenter yn y dyfodol?

Atodiad 3

Holiadur Ysgolion

Darparu'r Cynllun Brecwast

1. Disgrifiwch eich rôl o fewn y cynllun
.....
.....
2. Pryd ddechreuoch chi redeg y cynllun?
3. Faint o'r gloch y cynhelir y cynllun? ? O Tan
4. Ble mae'r cynllun yn cymryd lle?
5. Faint o'r bobl canlynol sy'n gyfrifol am y gwahanol feysydd o fewn y Cynllun Brecwast? (*Rhowch rif ar gyfer pob un.*)

	Athrawon	Cynorthwy-ydd Dysgu	Arlwywyr	Rhieni	Disgyblion	Eraill (nodwch pwy)
Goruchwyliaeth						
Prynu'r bwyd						
Paratoi'r bwyd						
Gweinyddu						
Hyrwyddo/Recriwtio						

6. Pa fwydydd sy'n cael eu darparu ar gyfer brecwast?
.....
.....
.....
7. Beth oedd y prif reswm dros gychwyn y cynllun?.....
.....
.....

4. Ydy'r niferoedd: (*Ticiwch*)

Wedi cynyddu'n raddol

Wedi aros yr un peth

Yn amrywio o wythnos i wythnos

Wedi lleihau yn raddol

5. Yn eich barn chi beth yw'r rhesymau dros hyn?

.....

.....

Cefnogaeth ac ariannu

1. Pa ddulliau cefnogi a ddefnyddiwyd gennych, ac a oeddent yn ddefnyddiol?
(*Ticiwch*)

	Heb eu defnyddio	Yn ddefnyddiol iawn	Eithaf defnyddiol	Ddim yn siŵr	Ddim yn ddefnyddiol iawn	Ddim yn ddefnyddiol o gwbl
Hyfforddiant y Cynulliad						
Dogfen gyfarwyddyd y cynllun						
Gwefan y cynllun						
Cyswllt ALI						
Arall (nodwch)						

2. Pa mor ddigonol fu trefniadau ariannu y cynllun o ran: (*Ticiwch*)

	Yn fwy na digonol	Eithaf digonol	Ddim yn siŵr	Llai na digonol	Ddim yn ddigonol o gwbl
Costau gweithredu'r cynllun					
Costau bwyd					
Goruchwylio'r cynllun					
Y broses o gael gafael ar yr arian?					

3. Beth yw'r prif bethau sydd wedi helpu a rhwystro'r broses o weithredu'r cynllun?

Ffactorau sydd wedi helpu.....

Ffactorau sydd wedi rhwystro'r broses

.....

Effaith y cynllun

1a. A yw'r **ysgol** yn gwerthuso'r fenter? (*Ticiwch*) Ydy Nac ydy

1b. Ym mha ffordd?.....

.....

2. Beth fu costau a manteision y cynllun o safbwynt y grwpiau canlynol? (*Llenwch y bylchau*)

	Manteision	Costau
Disgyblion		
Rhieni		

Staff		
Yr ysgol		

3. I ba raddau mae'r cynllun wedi cael effaith ar y disgyblion? (*Ticiwch*)

	Yn sylweddol	Cryn dipyn	Ddim yn siŵr	Ychydig bach	Ddim o gwbl
Ymddygiad cyffredinol o fewn yr ysgol					
Gallu i ganolbwyntio					
Bwyta deiet iachus					
Agwedd bositif tuag at fwyta'n iach					
Iechyd a lles cyffredinol					
Dim colli brechwast					
Ffigurau presenoldeb					
Gwariant yn siop yr ysgol					
Niferoedd sy'n cael cinio ysgol					
Arall (nodwch)					

4. Pa mor gynaliadwy fydd y cynllun yn y tymor hir yn eich barn chi?

.....

.....

Cyd-destun

1a. Pa rai o'r mentrau canlynol sydd wedi, neu sy'n cael eu cynnal yn eich ysgol ar hyn o bryd? (*Ticiwch*)

	Ar hyn o bryd	Yn y gorffennol
Clwb brechwast		
Siop ffrwythau		
Cynllun Ysgolion Iachus		
Rhoi sylw i faetheg yn y cwricwlwm		
Arall (nodwch)		

1b. I ba raddau y mae'r cynllun brechwast yn cyd-blethu â mentrau sy'n cael eu cynnal yn yr ysgol? (*Ticiwch*)

	Yn sylweddol	Cryn dipyn	Ddim yn siŵr	Ychydig	Ddim o gwbl
Clwb brechwast					
Siop ffrwythau					
Cynllun ysgolion iachus					
Rhoi sylw i faetheg yn y cwricwlwm					
Arall (nodwch)					

Sylwadau eraill

A oes gennych unrhyw sylwadau eraill yr hoffech eu gwneud ynglŷn â'r cynllun?



WALES AUDIT OFFICE
SWYDDFA ARCHWILIO CYMRU

Date: 24 August 2005

Julie May / Huw Lloyd Jones

School Funding – Analysis for the Welsh Assembly Government

Terms of Reference



Context

- 1 The Welsh Assembly Government is undertaking an analysis of the variation in councils' education budgets and, in particular, comparative funding levels for schools.
- 2 The Assembly has asked the Wales Audit Office to support this work by providing an evidence-based objective interpretation of the financial information available. This revised draft terms of reference has been updated to reflect discussions held with the Schools Management Division on 19 July 2005.

Proposal

- 3 The Principal Key Question (PKQ) to be answered in conducting this work is:
'Why is there a variation of about £1,000 per pupil between the highest and lowest local authority average levels of school funding in Wales?'
- 4 Subject to agreement on further questions necessary to answer the PKQ, it is anticipated that in, support of this analysis, the Wales Audit Office will review, on a per pupil basis, where applicable:
 - the interaction between local government revenue settlements and decisions on local authority budgets for education;
 - the financial information which is provided by councils to the Assembly;
 - differences of interpretation in this financial information, by those providing it and using it, including the impact of guidance issued by the Assembly;
 - the distribution of funding to schools by councils and links to the size of schools, rurality and Welsh Language issues;
 - the impact of grant funding on the Schools Budget and on average levels of funding delegated to schools; and
 - councils' approaches to SEN funding; including the effect of inter-authority recoupment.
- 5 In undertaking this work, we will formulate hypotheses on the basis of a 'desk-based' financial analysis. We will subsequently test these with a sample of individual councils. We will therefore deliver the work in two phases. Phase 1, the financial analysis, will generate hypotheses that will be tested in Phase 2.

Phase 1

- 6 Work in phase 1 will be based on budget estimates, as opposed to out-turn expenditure. The rationale for this is that the most recent out-turn information available is 2003/04 and is more detailed than is necessary for this work.

- 7 Therefore, it is proposed to use the following data for phase 1, the financial analysis:
- 2004/05 budget estimates as submitted to the Assembly in Revenue Account forms.
 - 2005/06 budget estimates as submitted to the Assembly in Revenue Account forms.
 - 2004/05 Section 52 forms (Parts 1 and 2) as obtained from the councils.
 - 2005/06 Section 52 forms (Parts 1 and 2) as obtained from the councils. We do not yet have Part 2 returns from all councils.
- 8 We will also seek to understand the relevance of, as part of phase 1:
- Assembly guidance on the completion of Revenue Account forms and the regulations relating to the Statutory Instrument 2003, number 3118; and
 - the Assembly Government's 'Green Book- Background Information for Standard Spending Assessments'.
- 9 As part of undertaking phase 1, we would meet with Assembly officials and statisticians to understand the mechanisms underlying the allocation of revenue support grant.

Phase 2

- 10 Phase 2, the testing of the hypotheses with councils, will be based on meetings with the relevant director, lead member and school funding manager at a sample of councils. The sample selected would include councils across Wales, taking account of factors such as size, levels of free school meals, the extent of bilingual education and rurality. We anticipate that this would involve approximately 11 councils.
- 11 It is possible that some other issues relating to funding may emerge as hypotheses for the differences in funding and may need to be explored as part of phase 2 of the work. It is also possible that we will want to explore the 2003/04 revenue out-turn data in testing the hypotheses, as well as 2004/05 out-turn data, depending on timescales.

Operational Arrangements

- 12 The work would be undertaken by Huw Lloyd Jones in line with Wales Audit Office quality assurance arrangements.
- 13 The key contacts within the Assembly are Catherine Roberts and Anthony Newby.
- 14 Phase 1 will be completed by the end of September 2005, subject to starting the work on 22 August 2005. At the end of phase 1, we will meet with Assembly

officials to discuss the findings and hypotheses emerging from the financial analysis.

- 15** Phase 2, the testing of the hypotheses with a sample of councils, will be delivered by the end of December 2005. This is dependent on the completion of phase 1 as set out in paragraph 15. The output from phase 2 will be a report of our findings in relation to the hypotheses established as a result of phase 1.
- 16** It is important that councils are advised that this work is being undertaken and to ask their agreement to being named in the report if appropriate.
- 17** The financial arrangements for this work will be reflected separately.