



Children, Young People and
Education Committee: Inquiry into
the implementation of the
Donaldson Review

November 2016



WLGA • CLILC

INTRODUCTION

1. The Welsh Local Government Association (WLGA) represents the 22 local authorities in Wales, the three national park authorities and the three fire and rescue authorities.
2. It seeks to provide representation to local authorities within an emerging policy framework that satisfies the key priorities of our members and delivers a broad range of services that add value to Welsh Local Government and the communities they serve.
3. The WLGA welcomes the opportunity to provide evidence to the Children, Young People and Education Committee inquiry into the implementation of the Donaldson Review. In drafting this response, the WLGA is guided by a number of key principles which underpin the work of the Association. The WLGA believes that decisions about services should be taken as close point of delivery as possible and that the people and communities using those services should be as engaged as possible in their delivery. It is also our belief that local services should be provided within a democratic framework of local accountability.
4. The WLGA recognises that it is the role of the Welsh Government to set the strategic framework and policy direction for services at a national level and that it is the role of local government to deliver those services taking account of the local circumstances and pressures. It is also recognised that services must be provided within a proportionate but effective regulatory framework to ensure that public resources are used appropriately and that services are delivered effectively and efficiently.
5. The WLGA has consistently argued for an un-hypothecated revenue support grant (RSG) as the best way of funding local government and any new responsibilities or additional burdens placed on local government should be fully costed and appropriately funded.
6. The WLGA recognises that some policy initiatives or strategies need to have funding attached to them for specific periods of time to make sure that they become embedded and are delivered as intended. For this reason, the WLGA, by exception, supports the use of specific grants or the ring fencing of revenue funding for specified purposes on the understanding that funding will eventually return to the RSG.

7. The WLGA and the Association of the Directors of Education in Wales (ADEW) have been closely involved with the development of the proposals for a new curriculum in Wales. Both Associations met with Professor Donaldson on numerous occasions during the evidence gathering stage of the curriculum review and have continued to engage closely with the work to implement the recommendations outlined in *Successful Futures*.
8. Local government is represented on the majority of the working groups and Boards that provide support and governance for the work on the implementation of *Successful Futures*. This representation is provided through the WLGA, ADEW and through representation from the local authority regional education consortia. This allows local government to support the work of the development of the new curriculum at a strategic level and at a more operational level. The local authority regional education consortia also have structures in place to support the work of the Pioneer Schools within their regions.
9. The WLGA was represented on the panel to choose the Pioneer Schools and was also closely involved in the recruitment of the New Deal schools, which have now become part of the wider pioneer school network. The WLGA has continued to work closely with the Pioneer School Network through both the Strategic Stakeholder Group and the Consortia Working Group, alongside colleagues from the local authority regional education consortia, ESYN and Welsh Government. Local authorities and the WLGA are also represented on the overarching Change Board and on a variety of the working groups and expert groups, including the groups looking at the changes to assessment and accountability.
10. The WLGA and ADEW have also supported the work of the digital pioneer schools in the development of the Digital Competency Framework, and continues to work with schools and Welsh Government to enable effective roll out of the DCF.
11. During the consultation phase of *Successful Futures*, The Great Debate, there was widespread support for the recommendations that Professor Donaldson made in the report. The purposes which underpin the review particularly resonate with the education community in Wales and local government demonstrated broad support for these principles as a means to shape the future curriculum in Wales. Many local authorities reflected that the ways of working envisaged in *Successful Futures* were already evident in schools in Wales, particularly when looking at the provision for children through the foundation phase settings. There was also widespread support for reviewing the current systems of assessment and accountability.

12. The principle of using practitioners from schools, and also from sectors such as the arts, culture and youth work, to shape and design the curriculum through the Pioneer School Network is broadly supported by local authorities in Wales. It is acknowledged that there is a significant amount of expertise in the system in Wales that should be utilised. Many of the leading education systems in world make good use of their main resource; the education professionals working within the system. Enabling teachers, other education professionals and schools to work together has a number of benefits for the development of the curriculum itself and also as part of the wider aim to encourage collaboration between professionals in the pursuit of a self-improving system. This builds on work from the existing professional learning communities and creates a sense of ownership by the profession for a curriculum that they will ultimately have to implement.
13. There are however, a number of concerns that have been raised about the processes surrounding the implementation of *Successful Futures* and the work of the Pioneer Schools which will be outlined below. These concerns are framed in an understanding from local government that this is a new way of working and that nothing like this approach has been tried in Wales or, it is understood, from any other system across the world, so it is acknowledged that there will always be issues and challenges when taking on such a task. Despite the concerns outlined here local government would like to commend Welsh Government on taking this innovative and creative approach to developing the new curriculum and will continue to work with and support Welsh Government with this programme.
14. The initial approach to the Pioneer School network was unnecessarily complex. Three separate networks of schools were created by Welsh Government; the Pioneer Schools who were looking at the new curriculum content; the New Deal Schools who were tasked with developing the professional development associated with the new curriculum; and the Digital Schools who were developing the Digital Competence Framework. This created unnecessary complexity as each set of schools had different funding, timescales, structures and support. There were also schools who were in multiple networks. There was substantial effort made by Welsh Government to ensure that the work of the networks was shared between schools and stakeholders, however this in practice added to the complex and overlapping nature of the groups that were overseeing the work of the curriculum development. Many of the groups had the same people sitting on them, which resulted in the same stakeholders attending multiple meetings to oversee the work of the different networks. This issue was acknowledged by Welsh Government and the networks have now been brought

together a move that has been supported by local government, however, there was a significant period of time when the networks were working in parallel rather than in collaboration.

15. There has also been a concern raised by some of the schools in the Pioneer Network that the work of schools had been slow to get off the ground. They have been eager to contribute to the development of the curriculum and some have found that they were unclear about the task that they have been asked to undertake. This concern has, again, been acknowledged by Welsh Government who are keen to explain that a period of discussion amongst schools about the process of curriculum development is essential.
16. Local authorities and local authority education consortia have worked closely with all the schools that are engaged in curriculum development to ensure that they are clear about their role, a key part of which is to work collaboratively with other schools in the Network and also partner schools (those schools which are not directly involved in the development of the new curriculum). This is in line with the wider school improvement work which is underway across Wales which has school-to-school working at its centre. Local authority education consortia are working closely with Welsh Government to enable schools to fully participate in the work of the Pioneer Network, effectively utilising the funding that has been made available from Welsh Government, and ensuring that this work is shared with all schools within their region.
17. The governance arrangements of the *Successful Futures* implementation have broadly been effective, however as stated above, they have at times been complex. The WLGA and local government are represented on the majority of the Boards and groups overseeing the work of curriculum development and the engagement of these groups has been useful. Overall Welsh Government have used these groups effectively to oversee the implementation of *Successful Futures*. WLGA acknowledge that this piece of work is broad and complex in its nature, however, concern has been raised at some of the governance groups that it has not always been clear how the work of these groups links together. It has not always been transparent how recommendations from one group interact with the work of another groups, or which group has the ultimate decision making on a variety of issues. Again, Welsh Government has acknowledged this difficulty and have made a commitment to develop a clear diagram outlining the connectivity between the various governance arrangements. This is particularly important for groups that have teachers sitting on them, as they need to understand how their work is contributing to the overall

programme and whether they are in a position to be able to make decisions, or whether these will be superseded by the work of another group. A recommendation from the Strategic Stakeholder Group was to ensure that communication between groups and with wider stakeholders was improved, this recommendation was listened to by Welsh Government and officials subsequently set up a communications group to look at internal and external communications. This has been welcomed by local government and this group has representation from both ADEW and the WLGA.

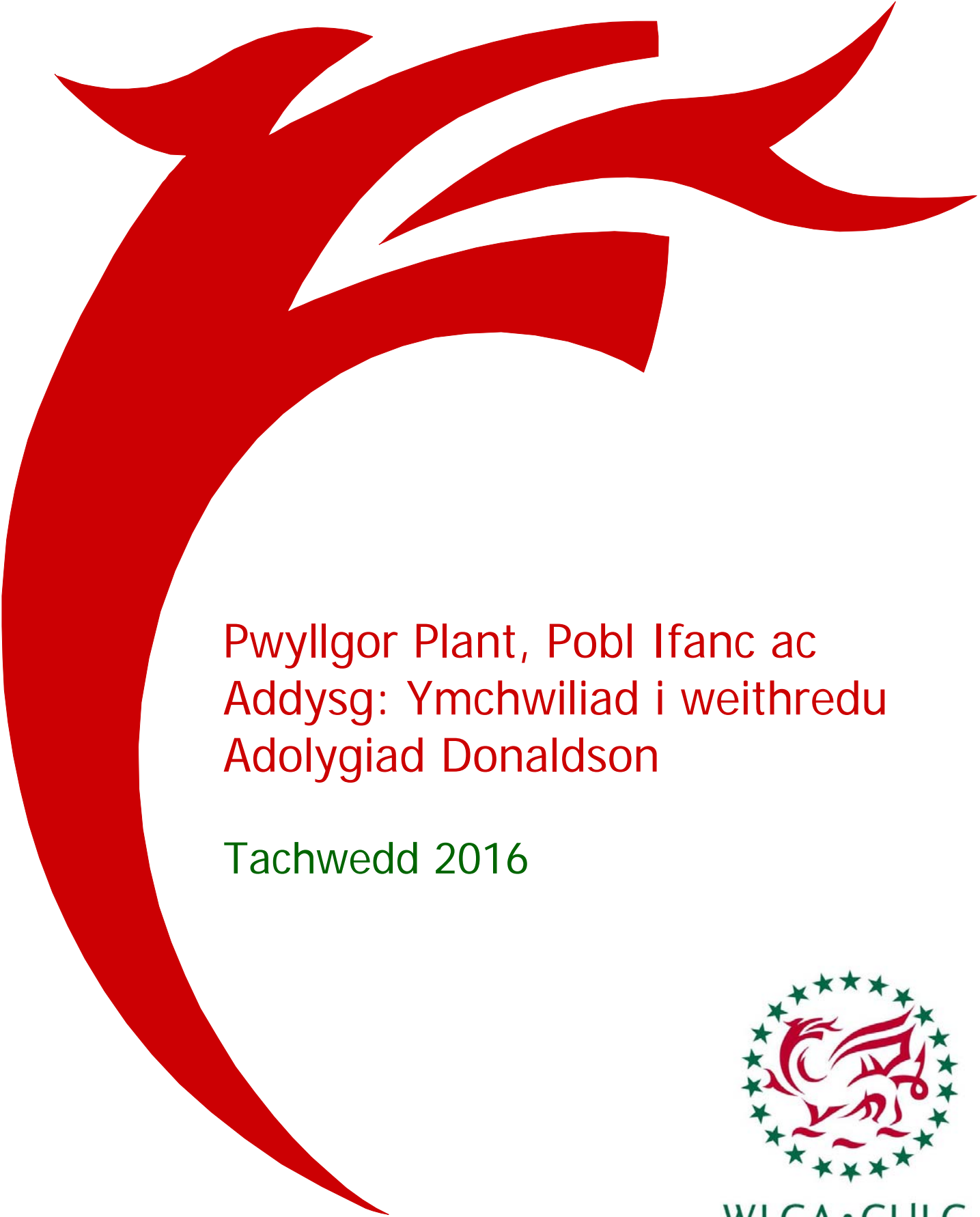
18. The principles that have underpinned the design of the process of implementation of *Successful Futures* is fully supported by the WLGA who have long argued for increased subsidiarity in the implementation of policy and decision making in Wales. The approach that Welsh Government has taken reflects the principles of subsidiarity well and demonstrates that they value and trust the professional skills and judgement of teachers and the education profession in Wales. The size of the task at hand should not be underestimated, and asking nearly 200 hundred schools in Wales to contribute to this work is an approach that has not be tried in Wales before and Welsh Government should be commended on pursuing this innovative methodology. There have inevitably been some challenges in the process to date, this does not mean however that the process itself is flawed. Welsh Government have acknowledged where things have not worked or where approaches have needed to be amended and this in itself has been a positive aspect of this work. The WLGA and local authorities will continue to work with and support the work of the Pioneer School Network and Welsh Government.

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Pwyllgor Plant, Pobl Ifanc ac
Addysg: Ymchwiliad i weithredu
Adolygiad Donaldson

Tachwedd 2016



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CYFLWYNIAD

1. Mae Cymdeithas Llywodraeth Leol Cymru (CLILC) yn cynrychioli'r 22 awdurdod lleol yng Nghymru, y tri awdurdod parc cenedlaethol a'r tri awdurdod tân ac achub.
2. Mae'n ceisio rhoi cynrychiolaeth i awdurdodau lleol o fewn fframwaith polisi sy'n dod i'r amlwg sy'n bodloni prif flaenoriaethau ein haelodau ac yn cyflwyno ystod eang o wasanaethau sy'n ychwanegu gwerth i Lywodraeth Leol Cymru a'r cymunedau y maent yn eu gwasanaethu.
3. Mae CLILC yn croesawu'r cyfle i roi tystiolaeth i ymchwiliad y Pwyllgor Plant, Pobl Ifanc ac Addysg i weithredu adolygiad Donaldson. Wrth ddrafftio'r ymateb hwn, caiff CLILC ei arwain gan nifer o egwyddorion allweddol sydd yn ategu gwaith y Gymdeithas. Cred CLILC y dylid gwneud penderfyniadau am wasanaethau mor agos i'r man lle maent yn cael eu cyflwyno â phosibl ac y dylid ymgysylltu'r bobl a'r cymunedau sy'n defnyddio'r gwasanaethau hynny gymaint â phosibl yn y gwaith o'u cyflenwi. Ein cred hefyd yw y dylid darparu gwasanaethau lleol o fewn fframwaith democratig o atebolrwydd lleol.
4. Mae CLILC yn cydnabod mai rôl Llywodraeth Cymru yw gosod y fframwaith strategol a'r cyfeiriad polisi ar gyfer gwasanaethau ar lefel genedlaethol ac mai rôl llywodraeth leol yw cyflenwi'r gwasanaethau hynny gan ystyried yr amgylchiadau a'r pwysau lleol. Cydnabyddir hefyd bod yn rhaid darparu gwasanaethau o fewn fframwaith rheoliadol cymesur ond effeithiol er mwyn sicrhau bod adnoddau cyhoeddus yn cael eu defnyddio'n briodol a bod gwasanaethau'n cael eu cyflenwi'n effeithiol ac yn effeithlon.
5. Mae CLILC wedi dadlau'n barhaus dros grant cymorth refeniw (RSG) heb ei neilltuo fel y ffordd orau o ariannu llywodraeth leol ac y dylid costio unrhyw gyfrifoldebau newydd neu feichiau ychwanegol a roddir ar lywodraeth leol yn llawn a'u hariannu'n briodol.
6. Mae CLILC yn cydnabod bod angen i rai mentrau neu strategaethau polisi gael cyllid ynghlwm wrthynt am gyfnodau penodol er mwyn sicrhau eu bod yn cael eu sefydlu a'u cyflenwi fel y bwriadwyd. Am y rheswm hwn, mae CLILC, fel eithriad, yn cefnogi'r defnydd o grantiau penodol neu neilltuo cyllid refeniw at ddibenion penodol gyda'r ddealltwriaeth y bydd y cyllid yn dychwelyd i'r RSG yn y pen draw.

7. Mae CLILC a Chymdeithas Cyfarwyddwyr Addysg yng Nghymru (CCAC) wedi bod yn agos gysylltiedig â datblygiad y cynigion ar gyfer cwricwlwm newydd yng Nghymru. Cyfarfu'r ddwy Gymdeithas gyda'r Athro Donaldson ar sawl achlysur yn ystod y cyfnod o gasglu tystiolaeth o adolygiad y cwricwlwm ac maent wedi parhau mewn cyswllt agos â'r gwaith o weithredu'r argymhellion a amlinellwyd yn *Dyfodol Llwyddiannus*.
8. Caiff llywodraeth leol ei gynrychioli ar y rhan fwyaf o weithgorau a Byrddau sydd yn rhoi cymorth a llywodraethu ar gyfer y gwaith o weithredu *Dyfodol Llwyddiannus*. Rhoddir y gynrychiolaeth hon trwy CLILC, CCAC a thrwy gynrychiolaeth o gonsortia addysg rhanbarthol yr awdurdod lleol. Mae hyn yn galluogi llywodraeth leol i gefnogi'r gwaith o ddatblygu'r cwricwlwm newydd ar lefel strategol ac ar lefel fwy gweithredol. Mae gan gonsortia addysg rhanbarthol yr awdurdod lleol hefyd strwythurau i gefnogi gwaith yr Ysgolion Arloesol yn eu rhanbarthau.
9. Cafodd CLILC ei gynrychioli ar y panel i ddewis Ysgolion Arloesol ac roedd hefyd yn agos gysylltiedig â recriwtio ysgolion y Fargen Newydd, sydd bellach wedi dod yn rhan o rwydwaith ehangach ysgolion arloesol. Mae CLILC wedi parhau i weithio'n agos gyda'r Rhwydwaith Ysgolion Arloesol trwy'r Grŵp Rhanddeiliaid Allweddol a Gweithgor y Consortia, ynghyd â chydweithwyr o gonsortia addysg rhanbarthol yr awdurdod lleol, Estyn a Llywodraeth Leol. Caiff awdurdodau lleol a CLILC hefyd eu cynrychioli ar y Bwrdd Newid trosfwaol ac ar amrywiaeth o'r gweithgorau a'r grwpiau arbenigol, yn cynnwys edrych ar newidiadau i asesu ac atebolrwydd.
10. Mae CLILC a CCAC hefyd wedi cefnogi gwaith yr ysgolion arloesol digidol yn datblygu'r Fframwaith Cymhwysedd Digidol, ac mae'n parhau i weithio gydag ysgolion a Llywodraeth Cymru i alluogi'r DCG i gael ei gyflwyno'n effeithiol.
11. Yn ystod cyfnod ymgynghori *Dyfodol Llwyddiannus*, Y Drafodaeth Fawr, cafwyd cefnogaeth eang am yr argymhellion a wnaeth yr Athro Donaldson yn yr adroddiad. Roedd y dibenion sydd yn ategu'r adolygiad yn adleisio'r gymuned addysg yng Nghymru yn benodol a dangosodd llywodraeth leol gefnogaeth helaeth i'r egwyddorion hyn fel ffordd o lunio'r cwricwlwm yng Nghymru i'r dyfodol. Adlewyrchodd llawer o awdurdodau lleol fod y ffyrdd o weithio a ragwelwyd yn Dyfodol Llwyddiannus eisoes yn amlwg mewn ysgolion yng Nghymru, yn arbennig wrth edrych ar y ddarpariaeth ar gyfer plant trwy leoliadau'r cyfnod sylfaen. Cafwyd cefnogaeth helaeth hefyd i adolygu'r systemau presennol o asesu ac atebolrwydd.

12. Caiff yr egwyddor o ddefnyddio ymarferwyr o ysgolion, a hefyd o sectorau fel y celfyddydau, diwylliant a gwaith ieuenctid, i lunio dyluniad y cwricwlwm trwy'r Rhwydwaith Ysgolion Arloesol, ei gefnogi'n gyffredinol gan awdurdodau yng Nghymru. Cydnabyddir bod arbenigedd sylweddol yn y system yng Nghymru ac y dylid ei ddefnyddio. Mae llawer o systemau addysg blaenllaw'r byd yn gwneud defnydd da o'u prif adnodd; y gweithwyr addysg proffesiynol sy'n gweithio yn y system. Mae nifer o fanteision i alluogi athrawon, gweithwyr addysg proffesiynol eraill ac ysgolion i gydweithio o ran datblygu'r cwricwlwm ei hun a hefyd fel rhan o'r nod ehangach o annog cydweithredu rhwng gweithwyr proffesiynol wrth geisio cael system sydd yn gwella ei hun. Mae hyn yn datblygu gwaith o'r cymunedau dysgu proffesiynol presennol ac yn creu syniad o berchnogaeth gan y proffesiwn dros gwricwlwm y byddant yn gorfod ei weithredu yn y pen draw.
13. Mae, fodd bynnag, nifer o bryderon wedi cael eu codi am y prosesau sydd yn amgylchynu gweithredu *Dyfodol Llwyddiannus* a gwaith yr Ysgolion Arloesol a amlinellir isod. Mae'r pryderon hyn wedi eu hamgylchynu gan ddealltwriaeth o lywodraeth leol bod hon yn ffordd newydd o weithio ac nad oes unrhyw beth fel yr ymagwedd hon wedi cael ei defnyddio yng Nghymru neu, deallir, gan unrhyw system ar draws y byd, felly cydnabyddir y bydd materion a heriau wrth dderbyn tasg o'r fath. Er gwaetha'r pryderon a amlinellir yma, dymuna llywodraeth leol ganmol Llywodraeth Cymru am fabwysiadu'r ymagwedd arloesol a chreadigol hon o ddatblygu'r cwricwlwm newydd a bydd yn parhau i weithio gyda Llywodraeth Cymru a'i chefnogi gyda'r rhaglen hon.
14. Roedd yr ymagwedd gychwynol tuag at y rhwydwaith Ysgolion Arloesol yn ddianghenraid o gymhleth. Cafodd tri rhwydwaith ar wahân o ysgolion eu creu gan Lywodraeth Cymru; yr Ysgolion Arloesol oedd yn edrych ar gynnwys y cwricwlwm newydd; cafodd Ysgolion y Fargen Newydd y dasg o ddatblygu'r datblygiad proffesiynol sydd yn gysylltiedig â'r cwricwlwm newydd; a'r Ysgolion Digidol oedd yn datblygu'r Fframwaith Cymhwysedd Digidol. Roedd hyn yn creu cymhlethdod diangen am fod gan bob set wahanol o ysgolion gyllid, graddfeydd amser, strwythurau a chymorth gwahanol. Roedd ysgolion hefyd oedd mewn rhwydweithiau lluosog. Cafwyd ymdrech sylweddol gan Lywodraeth Cymru i sicrhau bod gwaith y rhwydweithiau'n cael ei rannu rhwng ysgolion a rhanddeiliaid, fodd bynnag, roedd hyn yn ymarferol yn ychwanegu at natur gymhleth a gorgyffyrddol y grwpiau oedd yn goruchwyllo'r gwaith o ddatblygu'r cwricwlwm. Roedd gan lawer o'r grwpiau yr un bobl yn eistedd arnynt, oedd yn arwain at yr un rhanddeiliaid yn mynychu cyfarfodydd lluosog i oruchwyllo gwaith y rhwydweithiau gwahanol. Cydnabuwyd y mater hwn gan Lywodraeth Cymru ac mae'r rhwydweithiau bellach wedi dod ynghyd,

cam sydd wedi cael ei gefnogi gan lywodraeth leol, fodd bynnag, roedd cyfnod sylweddol o amser pan oedd y rhwydweithiau yn gweithio yn gyfochrog yn hytrach nag mewn cydweithrediad.

15. Mynegwyd pryder hefyd gan rai ysgolion yn y Rhwydwaith Arloesol bod gwaith yr ysgolion wedi bod yn araf i ddechrau. Maent wedi bod yn awyddus i gyfrannu at ddatblygu'r cwricwlwm ac mae rhai wedi canfod eu bod yn aneglur ynghylch y dasg y gofynnwyd iddynt ymgymryd â hi. Mae'r pryder hwn, unwaith eto, wedi cael ei gydnabod gan Lywodraeth Cymru sydd yn awyddus i esbonio bod cyfnod o drafodaeth ymysg ysgolion am broses datblygu'r cwricwlwm yn hanfodol.
16. Mae awdurdodau lleol a chonsortia addysg awdurdod lleol wedi gweithio'n agos gyda'r holl ysgolion sydd wedi ymgysylltu â datblygu'r cwricwlwm er mwyn sicrhau eu bod yn glir am eu rôl, y mae gweithio'n gydweithredol gydag ysgolion eraill yn y Rhwydwaith ac ysgolion partner (yr ysgolion hynny nad ydynt yn uniongyrchol gysylltiedig â datblygu'r cwricwlwm newydd) yn rhan allweddol ohono. Mae hyn yn unol â'r gwaith gwella ysgolion ehangach sydd ar y gweill ledled Cymru y mae gwaith rhwng ysgolion yn ganolog iddo. Mae consortia awdurdod lleol yn gweithio'n agos gyda Llywodraeth Cymru i alluogi ysgolion i gymryd rhan lawn yng ngwaith y Rhwydwaith Arloesol, gan ddefnyddio'r cyllid sydd wedi cael ei ddarparu gan Lywodraeth Cymru, a sicrhau bod y gwaith hwn yn cael ei rannu gyda'r holl ysgolion yn eu rhanbarth.
17. Mae trefniadau llywodraethu'r gwaith o weithredu *Dyfodol Llwyddiannus* wedi bod yn effeithiol i raddau helaeth, ond fel y nodir uchod, maent wedi bod yn gymhleth ar adegau. Caiff CLILC a llywodraeth leol eu cynrychioli ar y rhan fwyaf o'r Byrddau a'r grwpiau sydd yn goruchwyllo'r gwaith o ddatblygu'r cwricwlwm ac mae ymgysylltu'r grwpiau hyn wedi bod yn ddefnyddiol. Ar y cyfan, mae Llywodraeth Cymru wedi defnyddio'r grwpiau'n effeithiol i oruchwyllo'r gwaith o weithredu *Dyfodol Llwyddiannus*. Mae CLILC yn cydnabod bod y darn yma o waith yn eang ac yn gymhleth ei natur, fodd bynnag, mynegwyd pryder ynghylch rhai o'r grwpiau llywodraethu nad yw bob amser wedi bod yn glir sut mae gwaith y grwpiau hyn yn cysylltu. Nid yw wedi bod yn amlwg bob amser sut mae argymhellion un grŵp yn rhyngweithio gyda gwaith grŵp arall, na pha grŵp sydd yn gwneud y penderfyniad terfynol ar amrywiaeth o faterion. Unwaith eto mae Llywodraeth Cymru wedi cydnabod yr anhawster hwn ac wedi gwneud ymrwymiad i ddatblygu diagram clir o'r cysylltedd rhwng y trefniadau llywodraethu amrywiol. Mae hwn yn arbennig o bwysig i grwpiau sydd ag athrawon yn eistedd arnynt, am fod angen iddynt ddeall sut mae eu gwaith yn cyfrannu at y rhaglen gyffredinol ac a ydynt mewn sefyllfa i allu gwneud

penderfyniadau, neu a gaiff y rhain eu disodli gan waith grŵp arall. Argymhelliad gan y Grŵp Rhanddeiliaid Strategol oedd sicrhau bod cyfathrebu rhwng grwpiau a chyda'r rhanddeiliaid ehangach yn gwella, gwrandawyd ar yr argymhelliad hwn gan Lywodraeth Cymru ac o ganlyniad, sefydlodd y swyddogion grŵp cyfathrebu i edrych ar gyfathrebu mewnol ac allanol. Mae hyn wedi cael ei groesawu gan lywodraeth leol ac mae gan y grŵp hwn gynrychiolaeth gan CCAC a CLILC.

18. Caiff yr egwyddorion sydd wedi ategu dyluniad y broses o weithredu *Dyfodol Llwyddiannus* eu cefnogi'n llawn gan CLILC sydd wedi dadlau ers amser dros fwy o ddatganoli wrth weithredu polisi a gwneud penderfyniadau yng Nghymru. Mae ymagwedd Llywodraeth Cymru yn adlewyrchu egwyddorion datganoli yn dda ac mae'n dangos eu bod yn gwerthfawrogi ac yn ymddiried yn sgiliau a barn broffesiynol athrawon a'r proffesiwn addysg yng Nghymru. Ni ddylid tanamcangyfrif maint y dasg wrth law, ac mae gofyn i bron 200 o ysgolion yng Nghymru gyfrannu at y gwaith hwn yn ymagwedd nad yw wedi cael ei ddefnyddio yng Nghymru o'r blaen a dylid canmol Llywodraeth Cymru am roi cynnig ar y fethodoleg arloesol hon. Yn anochel, cafwyd rhai heriau yn y broses hyd yma ond nid yw hyn yn golygu bod nam yn y broses ei hun. Mae Llywodraeth Cymru wedi cydnabod lle nad yw pethau wedi gweithio neu lle mae angen diwygio dulliau ac mae hyn ynddo'i hun wedi bod yn agwedd gadarnhaol ar y gwaith hwn. Bydd CLILC ac awdurdodau lleol yn parhau i weithio gyda'r Rhwydwaith Ysgolion Arloesol a Llywodraeth Cymru a'u cefnogi.

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