



WHAT WORKS WALES

YR HYN SY'N GWEITHIO WALES

A DISCUSSION PAPER FOR THE
ALLIANCE FOR USEFUL EVIDENCE

CYNGHRAIR AR GYFER TYSTIOLAETH
DDEFNYDDIOL YNG NGHYMURU PAPUR
TRAFOD

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This is a paper for discussion.

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The paper presents the views of the author and these do not necessarily reflect the views of the Alliance for Useful Evidence or its constituent partners.

The Alliance champions the use of evidence in social policy and practice. We are an open-access network of individuals from across government, universities, charities, business and local authorities in the UK and internationally. The Alliance provides a focal point for advancing the evidence agenda, developing a collective voice, whilst aiding collaboration and knowledge sharing, through debate and discussion. We are funded by the BIG Lottery Fund, the Economic and Social Research Council and Nesta. Membership is free. To sign up please visit: www.alliance4usefulevidence.org.

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CONTENTS

CYNNWYS

Setting the scene	4
Gosod yr olygfa	
1 Introduction	6
Cyflwyniad	
2 Understanding the obstacles to useful evidence	13
Deall y rhwystrau rhag tystiolaeth ddefnyddiol	
3 Innovations and ideas for discussion	17
Mentrau arloesol a syniadau i’w trafod	
4 Questions	25
Cwestiynau	
Endnotes	26
Ôl-nodion	

SETTING THE SCENE

GOSOD YR OLYGFA

The Alliance for Useful Evidence is a partnership of individuals with a shared aim to promote the use of evidence in government, charities, voluntary organisations and public services across the UK. It was founded in 2012 by the Economic and Social Research Council, Nesta and the Big Lottery Fund. The problem that has brought these institutions and people together is summarised on their website:

“... Billions of pounds are spent every year on social policies and programmes with little rigorous evidence on the impacts of these initiatives. And despite decades of producing excellent research we still encounter problems of getting this integrated into decision making across all areas of social policy and practice.”

Alliance for Useful Evidence websiteⁱ

So far, the Alliance's analysis and activity have been concentrated in England and Scotland. Is there a similar gap between evidence and action in social policy and practice in Wales? Is there appetite to scrutinise this gap here? And to trial innovations to bridge it?

This paper aims to inform debate at the Alliance for Useful Evidence/Wales Public Services 2025 joint seminar entitled 'What Works Wales' on 17th May 2013 at the Wales Millennium Centre in Cardiff. The event will explore whether Wales could become a leader in Europe as an experimental lab championing evidence-based policy and public service innovations. Wales' scale and the strong personal connections between policy-makers, practitioners and academics have long been cited as strengths of our 'small country governance'; how can we ensure evidence is at the heart of these relationships, and at the heart of how Welsh society and public services develop?

This is a timely topic, aiming to continue the innovation dialogue from the recent Nesta Cardiff roadshow and Wales Public Services 2025 report 'Seeds of Change', and to develop evidence-based policy discussion. Moreover, the Alliance for Useful Evidence is part of a wider growing interest in improving the evidence available to policy-makers and public service professionals – and in improving their use of evidence. The UK Cabinet Office has established 'What Works' networks and a Behavioural Insights team; in Wales a similar nudge unit has been created in Bangor, and the Public Policy Institute is expected to offer Ministers access to expert advice supplementary to the civil service.

This paper will briefly survey the highly complex relationship between evidence and action, highlight some examples of evidence use in Wales, discuss some obstacles to greater use of evidence, and finally consider some ideas and innovations available to support better use of evidence.

Mae'r Cynghrair ar gyfer Tystiolaeth Ddefnyddiol yn bartneriaeth o unigolion sy'n rhannu nod i hyrwyddo'r defnydd o dystiolaeth mewn llywodraeth, elusennau, cyrff a mudiadau gwirfoddol a gwasanaethau cyhoeddus ledled y DU. Fe'i sefydlwyd yn 2012 gan y Cyngor Ymchwil Economaidd a Chymdeithasol, Nesta a'r Gronfa Loteri Fawr. Rhoddir crynodeb ar eu gwefan o'r broblem sydd wedi ysgogi'r sefydliadau a'r bobl hyn i ddod ynghyd:

“... caiff biliynau o bunnoedd eu gwario bob blwyddyn ar bolisiâu a rhaglenni cymdeithasol heb fawr o dystiolaeth gadarn o effeithiau'r mentrau hyn. Ac er degawdau o gynhyrchu ymchwil ragorol, rydym yn dal i wynebu problemau o ran integreiddio hyn yn y broses benderfynu ar draws holl feysydd polisi ac ymarfer cymdeithasol.”

Gwefan y Cynghrair ar gyfer Tystiolaeth Ddefnyddiolⁱⁱ

Hyd yn hyn, mae gwaith dadansoddi a gweithgarwch y Cynghrair wedi ei ganoli yn Lloegr a'r Alban. A oes bwlch tebyg yn bodoli rhwng tystiolaeth a gweithredu mewn polisi ac ymarfer cymdeithasol yng Nghymru? A oes awydd i archwilio'r bwlch hwn yma? Ac i dreialu mentrau newydd i bontio'r bwlch?

Nod y papur hwn yw llywio'r trafod yn y seminar ar y cyd rhwng y Cynghrair ar gyfer Tystiolaeth Ddefnyddiol/Gwasanaethau Cyhoeddus Cymru 2025 o'r enw 'Beth sy'n Gweithio i Gymru' ar 17 Mai 2013 yng Nghanolfan Mileniwm Cymru, Caerdydd. Bydd y digwyddiad yn archwilio a allai Cymru ddod yn arweinydd yn Ewrop fel labordy arbrofol yn hyrwyddo polisi ar sail tystiolaeth a mentrau newydd yn y sector cyhoeddus. Soniwyd ers tro mai maint Cymru, a'r cysylltiadau personol cryf rhwng y rhai sy'n creu polisiâu, ymarferwyr ac academyddion, yw cryfderau ein crefft o 'lywodraethu gwlad fach'; sut gallwn ni sicrhau mai tystiolaeth sydd wrth graidd y perthnasoedd hyn, ac wrth graidd y modd y mae cymdeithas a gwasanaethau cyhoeddus Cymru yn datblygu?

Mae hwn yn bwnc amserol, sy'n ceisio parhau'r deialog arloesi o sioe deithiol ddiweddar Nesta yng Nghaerdydd ac adroddiad Gwasanaethau Cyhoeddus Cymru 2025 'Hadau Newid/Seeds of Change', a datblygu trafodaeth am bolisi ar sail tystiolaeth. Hefyd, mae'r Cynghrair ar gyfer Tystiolaeth Ddefnyddiol yn rhan o ddiddordeb cynyddol ehangach mewn gwella'r dystiolaeth sydd ar gael i lunwyr polisi a gweithwyr proffesiynol gwasanaethau cyhoeddus - ac mewn gwella'u defnydd o dystiolaeth. Mae Swyddfa Cabinet y DU wedi sefydlu rhwydweithiau 'Beth sy'n Gweithio/What Works' a thîm Cipolygon Ymddygiadol; yng Nghymru, mae uned brocio debyg wedi'i chreu ym Mangor, a disgwylir i'r Sefydliad Polisi Cyhoeddus gynnig mynediad i Weinidogion i gyngor arbenigol yn ychwanegol at y gwasanaeth sifil.

Bydd y papur hwn yn mynd ati i edrych yn fras ar y berthynas gymhleth iawn rhwng tystiolaeth a gweithredu, yn tynnu sylw at rai enghreifftiau o ddefnyddio tystiolaeth yng Nghymru, yn trafod rhwystrau rhag gwneud mwy o ddefnydd o dystiolaeth, ac yn olaf yn ystyried rhai syniadau a mentrau newydd sydd ar gael i gefnogi defnyddio tystiolaeth yn well.

1 INTRODUCTION

CYFLWYNIAD

What is evidence?

“The Alliance takes a deliberately inclusive view of evidence, encompassing anything from research and evaluation studies, to administrative data, expert knowledge and stakeholder consultations, and potentially even data from social media... We do not advocate any particular method or research discipline, as long as they are robust, unbiased, and appropriate for the question(s) being asked by decision makers.”

Alliance for Useful Evidence websiteⁱⁱⁱ

Why evidence is important

Evidence enables us to understand whether social policy and practice are having the impact desired, and to design and develop better policy and interventions. Social systems are complex, and the *actual* results of decisions made in public services are all too often different from the results *anticipated* at the time the decision was taken. During times of austerity, evidence becomes even more important, informing decisions made every day, at all levels of government, about where to reduce spending, where to invest for growth, and how to deliver better public services.

A culture of open learning, gathering and sharing evidence can also improve legitimacy and increase innovation; this philosophy underpins the international open data movement and the UK government’s data.gov.uk initiative^{iv}.

In Wales, our government is engaged in ongoing innovation, applying new policies in new ways across the still-relatively-recently devolved nation. Evidence is crucial both to our understanding of how (and whether) those innovations are working, and to holding politicians and public servants to account for them. Evidence does not always make life comfortable, but it does drive action: the package of ‘school standards’ changes brought in by Education Minister Leighton Andrews in response to Wales’ poor ranking in the 2009 Programme for International Student Assessment (Pisa) tests is just one example^v.

Evidence at work: some Welsh examples

In preparation for this paper, a sample of colleagues across government, academia and the third sector were informally interviewed; to enable open and honest discussion, it was agreed that interviewees would remain anonymous. Consistently, people were able to point to strong contemporary examples of high quality evidence informing public services in Wales - but also consistently felt ‘we could do better’. Some of these examples are shared below.

Integrated Family Support Service (IFSS)

Locally-developed practice taken to scale by government

In 2010, the Welsh Government launched its Integrated Family Support Service (IFSS). IFSS built on a proven successful model, “Option 2” which was developed in the Vale of Glamorgan, freeing up specialist staff to work intensively with families in crisis and where there were substance misuse issues. Following evaluation of Option 2 and wide consultation, the IFSS programme was designed centrally and rolled out in rapid waves across Wales. Evaluation of the first wave of IFSS is ongoing.

The Incredible Years Programme^{vi}

Adaptation of evidenced practice to Wales

Wales has conducted a national roll-out of an evidence-based early intervention programme, the Incredible Years, first developed at the University of Washington in Seattle, adapted and developed for the Welsh context at the Centre for Evidence-Based Early Intervention at Bangor University. (CEBEI is quoted by Ben Goldacre, Guardian columnist of Bad Science fame, and co-author of the Cabinet Office’s recent paper on Randomised Control Trials as an example of good science because of its solid evidence base^{vii}).

In 1999 Professor Hutchings convinced Sure Start providers to introduce IYP as a methodology. Unlike in the rest of England and Wales the 11 north Wales Sure Start projects followed the same IYP approach, which meant funding could be sought for a RCT evaluation involving 3-4 year olds identified as vulnerable. The evidence showed results that were as successful as those of the programme’s original developers with significant improvements in child hyperactivity and inattentively and parental stress and depression, achieved at reasonable overall cost. This evidence informed early intervention policy across Wales and expansion of the programme.

Domestic abuse support

A series of small innovations in the third sector scaled by government

Over the past fifteen years, some key improvements to support for the victims of domestic abuse across the UK were trialled and evidenced by professionals and academics in south Wales. Evidence on the costs and consequences of domestic abuse^{viii}, the Multi-Agency Risk

Assessment Conference (MARAC)^{ix}, liaison domestic violence nurses in A&E departments^x and specialist domestic abuse courts^{xi} are all salient examples which have gone on to have national influence. Notably, the initiative for these innovations came from the third sector, and so evidence served a dual purpose: it both proved the value of the new model and underpinned funding applications duly submitted to support roll-out.

Local government performance

Independent academic research used by political parties

Between 2006 and 2010, the Centre for Local and Regional Government at Cardiff Business School researched the impact of audit and inspection regimes on local government in Wales, Scotland and England. They concluded that the top-down, metric-heavy approach applied in England did offer a sharper focus on (a particular form of) performance but at a high cost – namely a phalanx of auditors, and not insignificant investment by savvy public managers in ‘gaming’ the system. The team’s research was later cited in some Conservative Party green papers that lay the ground for the abolition of the Audit Commission. By contrast, in Wales the same evidence seems to have informed a shift towards tougher performance regimes and greater transparency.

Free breakfasts

Government-commissioned research

The next example, cited in HM Treasury’s Magenta Book^{xii}, perhaps illustrates the gap that policy-makers often face between the evidence they would like to have, and the evidence available. In 2004, the Welsh Government committed to offering free healthy breakfasts in all primary schools. Previous research had suggested that breakfast consumption influences cognitive functioning and classroom behaviour. A cluster randomised trial was commissioned involving children in years 5 and 6 of 111 primary schools across the country. The trial showed an uptake of healthy foods among pupils in the schools offering free healthy breakfasts but, as a cluster rather than individualised study, was not able to offer evidence on changes to children’s cognitive intake. In this case, the next Government chose to continue the free breakfast policy.

Expert groups

Evidence through the conduit of advice

A common government mechanism when faced with either a policy option that implies significant change and/or is highly technical is the appointment of a (quasi) independent expert group. Such groups take various forms. In Wales, current and recent examples include the City Regions Task and Finish Group^{xiii}, the Welsh Cooperative and Mutuels Commission^{xiv}, the Commission on Devolution in Wales^{xv}, the Learning Disability Implementation Advisory Group^{xvi}, the Tackling Poverty External Advisory Group^{xvii}, amongst others. The City Regions Task and Finish Group, which reported in July last year, was identified as an exemplar of robust assessment of available evidence and engagement. Interviewees in Johnson and Williams’ 2011 study^{xviii} also highlighted the Child Poverty Expert Group, the Economic Research Advisory Panel, Older People’s Strategy and research on local government as examples of good use of external social science research by the Welsh Government.

The example of public health

Good models stretching into the social policy field

Finally, it is worth noting that colleagues identified a range of historical and contemporary examples from the fields of health and public health, fields that are intertwined with social policy and which offer a number of models for strengthening the role of evidence across all services (see ‘innovations and ideas for discussion’ below). The contributions made by Archie Cochrane to epidemiology^{xxix} and Julian Tudor-Hart in anticipatory care and with the inverse care law^{xxx} in the twentieth century are two high profile examples. The networks developing around public health research were also highlighted – for example, the National Institute for Social Care and Health Research^{xxxi}, the Public Health Improvement Research Network^{xxxii}, Cardiff’s DeCIPHER^{xxxiii}, and the three trials units in south-east Wales^{xxxiv}, west Wales^{xxxv} and north Wales^{xxxvi}.

Beth yw tystiolaeth?

“Mae’r Cynghrair yn fwriadol yn gweld tystiolaeth fel rhywbeth cynhwysol, yn cwmpasu unrhyw beth o ymchwil ac astudiaethau gwerthuso, i ddata gweinyddol, gwybodaeth arbenigol ac ymgynghoriadau gyda rhanddeiliaid, a hyd yn oed data o’r cyfryngau cymdeithasu o bosibl... Nid ydym o blaid unrhyw ddull neu ddisgyblaeth ymchwil benodol, cyhyd â’u bod yn gadarn, yn ddiragfarn, ac yn briodol i’r cwestiwn(cwestiynau) sy’n cael eu gofyn gan y rhai sy’n gwneud penderfyniadau.”

Gwefan y Cynghrair ar gyfer Tystiolaeth Ddefnyddiol^{xxxvii}

Pam mae tystiolaeth yn bwysig

Mae tystiolaeth yn ein galluogi i ddeall a yw polisïau ac ymarfer cymdeithasol yn cael yr effaith a ddymunir, ac i gynllunio a datblygu polisïau ac ymyriadau gwell. Mae systemau cymdeithasol yn gymhleth, ac yn rhy aml o lawer mae canlyniadau *gwirioneddol* penderfyniadau a wneir mewn gwasanaethau cyhoeddus yn wahanol i’r canlyniadau a *ragwelwyd* pan wnaed y penderfyniad. Yn ystod cyfnod o galedi, daw tystiolaeth yn bwysicach fyth, yn llywio penderfyniadau a wneir bob dydd, ar bob lefel o’r llywodraeth, ynglŷn â ble i leihau gwariant, ble i fuddsoddi ar gyfer twf, a sut i ddarparu gwell gwasanaethau cyhoeddus.

Gall diwylliant o ddysgu agored, casglu a rhannu tystiolaeth wella cyfreithlondeb a chynyddu arloesedd hefyd; mae’r athroniaeth hon yn sail i’r mudiad data agored rhyngwladol a menter data.gov.uk llywodraeth y DU^{xxxviii}.

Yng Nghymru, mae ein llywodraeth wrthi’n arloesi’n barhaus, yn cymhwyso polisïau newydd mewn ffyrdd newydd ar draws y genedl y mae’n dal yn ddyddiau cymharol gynnar arni o hyd o ran datganoli. Mae tystiolaeth yn hanfodol i’n dealltwriaeth o sut y mae’r mentrau arloesol hynny yn gweithio (a pha un a ydynt yn gweithio), ac i ddwyn gwleidyddion a gweision cyhoeddus i gyfrif amdanynt. Nid yw tystiolaeth yn gwneud bywyd yn esmwyth o hyd, ond mae’n gyrru gweithredu: mae’r pecyn o newidiadau ‘safonau ysgolion’ a gyflwynwyd gan y Gweinidog Addysg, Leighton Andrews, mewn ymateb i safle gwael Cymru ym mhroffion Rhaglen Ryngwladol Asesu Myfyrwyr 2009 (PISA), yn un enghraifft yn unig^{xxxix}.

Tystiolaeth ar waith: rhai enghreifftiau yng nghymru

Wrth baratoi ar gyfer y papur hwn, cyfwelwyd yn anffurfiol â sampl o gydweithwyr ar draws y llywodraeth, y byd academiaidd a'r trydydd sector; er mwyn galluogi trafod agored ac onest, cytunwyd y byddai'r cyfweleion yn aros yn ddiennw. Yn gyson, roedd pobl yn gallu cyfeirio at enghreifftiau cyfoes cadarn o dystiolaeth ansawdd uchel yn llywio gwasanaethau cyhoeddus yng Nghymru - ond teimlent yn gyson hefyd 'y gallem wneud yn well'. Mae rhai o'r enghreifftiau hyn yn cael eu rhannu isod.

Gwasanaeth Integredig Cymorth i Deuluoedd (IFSS)

Ymarfer a ddatblygwyd yn lleol yn cael ei roi ar waith ar raddfa fwy gan y llywodraeth

Yn 2010, lansiodd Llywodraeth Cymru ei Gwasanaeth Integredig Cymorth i Deuluoedd (IFSS). Roedd yr IFSS yn adeiladu ar fodel llwyddiannus wedi'i brofi, "Opsiw 2" a ddatblygwyd ym Mro Morgannwg, yn rhyddhau staff arbenigol i weithio ar raddfa ddwys gyda theuluoedd mewn argyfwng a lle'r oedd problemau camddefnyddio sylweddau. Ar ôl gwerthuso Opsiw 2 ac ymgynghori'n eang, cynlluniwyd y rhaglen IFSS yn ganolog a'i chyflwyno mewn camau cyflym ledled Cymru. Mae'r gwaith o werthuso cam cyntaf IFSS yn parhau.

Rhaglen y Blynyddoedd Rhyfeddol^{xxx}

Addasu ymarfer â thystiolaeth i Gymru

Mae Cymru wedi cyflwyno rhaglen ymyrraeth gynnar ar sail tystiolaeth, Y Blynyddoedd Rhyfeddol, fesul cam yn genedlaethol; datblygwyd y rhaglen gyntaf ym Mhrifysgol Washington yn Seattle, ac fe'i haddaswyd a'i datblygu ar gyfer y cyd-destun Cymreig yn y Ganolfan Ymyrraeth Gynnar ar Sail Tystiolaeth ym Mhrifysgol Bangor. (Caiff CYGST ei dyfynnu gan Ben Goldacre, colofnydd yn y Guardian yn enwog am 'Bad Science', a chyd-awdur papur diweddar Swyddfa'r Cabinet ar Dreialon Rheoli ar Hap, fel enghraifft o wyddor dda oherwydd ei sail dystiolaeth gadarn^{xxxii}).

Ym 1999, fe wnaeth yr Athro Hutchings argyhoeddi darparwyr Cychwyn Cadarn i gyflwyno Rhaglen y Blynyddoedd Rhyfeddol fel methodoleg. Yn wahanol i weddill Cymru a Lloegr, aeth yr 11 prosiect Cychwyn Cadarn yng ngogledd Cymru ati i ddilyn yr un dull Rhaglen y Blynyddoedd Rhyfeddol, a olygai y gellid gwneud cais am gyllid ar gyfer gwerthusiad Treialon Rheoli ar Hap yn ymwneud â phlant 3-4 oed y nodwyd eu bod yn agored i niwed. Dangosodd y dystiolaeth ganlyniadau a oedd yr un mor llwyddiannus â rhai datblygwyr gwreiddiol y rhaglen, gyda gwelliannau sylweddol mewn gorfywiogrwydd a diffyg sylw ymhlith plant, a straen ac iselder rhieni, a gyflawnwyd am gost gyffredinol resymol. Fe wnaeth y dystiolaeth hon lywio polisi ymyrraeth gynnar ledled Cymru ac ehangu'r rhaglen.

Cymorth ar gyfer cam-drin domestig

Cyfres o fentrau arloesol bach yn y trydydd sector a roddwyd ar waith ar raddfa fwy gan y llywodraeth

Dros y pymtheg mlynedd diwethaf, aeth gweithwyr proffesiynol ac academyddion yn ne Cymru ati i roi nifer o welliannau allweddol i gynorthwyo dioddefwyr cam-drin domestig ledled y DU ar brawf, a dangos tystiolaeth ohonynt. Mae tystiolaeth o gostau a chanlyniadau cam-drin domestig^{xxxii}, y Gynhadledd Asesu Risg Aml-asiantaeth (MARAC)^{xxxiii}, nyrsys cyswllt trais domestig mewn adrannau Damweiniau ac Achosion Brys^{xxxiv} a llysoedd arbenigol cam-drin domestig^{xxxv} i gyd yn enghreifftiau pwysig sydd wedi mynd ymlaen i ddylanwadu’n genedlaethol. Yn nodedig, daeth y blaengaredd ar gyfer y mentrau arloesol hyn o’r trydydd sector, ac felly roedd pwrpas deublyg i dystiolaeth: roedd yn profi gwerth y model newydd ac yn sail i geisiadau am gyllid a gyflwynwyd yn briodol i gefnogi cyflwyno’r model fesul cam.

Perfformiad llywodraeth leol

Ymchwil academaidd annibynnol a ddefnyddir gan bleidiau gwleidyddol

Rhwng 2006 a 2010, bu’r Ganolfan Ymchwil i Lywodraeth Leol a Rhanbarthol yn Ysgol Fusnes Caerdydd yn ymchwilio i effaith cyfundrefnau archwilio ac arolygu ar lywodraeth leol yng Nghymru, yr Alban a Lloegr. Daethant i’r casgliad fod y dull metrig-trwm, o’r brig i lawr a gymhwyswyd yn Lloegr yn cynnig ffocws manylach ar (fath penodol o) berfformiad ond am gost uchel – sef ffalancs o archwilwyr, a buddsoddiad nid ansylweddol gan reolwyr cyhoeddus gwybodus yn ‘chwarae’r system. Dyfynnwyd ymchwil y tîm yn ddiweddarach mewn rhyw bapurau gwyrdd y Blaid Geidwadol a oedd yn parato’r sylfaen ar gyfer diddymu’r Comisiwn Archwilio. Mewn cyferbyniad, yng Nghymru ymddengys bod yr un dystiolaeth wedi llywio symudiad *tuag at* gyfundrefnau perfformiad cadarnach a mwy o dryloywder.

Brecwast am ddim

Ymchwil wedi’i chomisiynu gan y Llywodraeth

Efallai bod yr enghraifft nesaf, a ddyfynnir yn Llyfr Magenta Trysorlys EM^{xxxvi}, yn dangos y bwlch y mae llunwyr polisi’n ei wynebu yn aml rhwng y dystiolaeth yr hoffent ei chael, a’r dystiolaeth sydd ar gael. Yn 2004, fe wnaeth Llywodraeth Cymru ymrwymo i gynnig brecwast iach am ddim ym mhob ysgol gynradd. Roedd ymchwil flaenorol wedi awgrymu bod bwyta brecwast yn dylanwadu ar weithredu gwybyddol ac ymddygiad yn yr ystafell ddosbarth. Comisiynwyd treial clwstwr ar hap yn cynnwys plant ym mlynnyddoedd 5 a 6 mewn 111 o ysgolion cynradd ledled y wlad. Dangosodd y treial bod disgyblion yn yr ysgolion a oedd yn cynnig brecwast iach am ddim yn bwyta bwydydd iach, ond, fel astudiaeth glwstwr yn hytrach nag astudiaeth unigol, nid oedd yn gallu cynnig tystiolaeth ar newidiadau i lefel wybyddol plant. Yn yr achos hwn, dewisodd y Llywodraeth nesaf barhau â’r polisi brecwast am ddim.

Grwpiau arbenigol

Tystiolaeth trwy gyfrwng cyngor

Un mecanwaith cyffredin gan lywodraeth pan fydd yn wynebu opsiwn polisi sy’n golygu newid sylweddol a/neu sy’n dechnegol iawn, yw penodi grŵp arbenigol (lled-) annibynnol. Mae ffurfiau

amrywiol i’r grwpiau hyn. Yng Nghymru, mae enghreifftiau presennol a diweddar yn cynnwys y Grŵp Gorchwyl a Gorffen ar Ddinas-ranbarthau^{xxxvii}, Comisiwn Cwmnïau Cydweithredol a Chydfuddiannol Cymru^{xxxviii}, y Comisiwn ar Ddatganoli yng Nghymru^{xxxix}, y Grŵp Cyngori ar Weithredu ym maes Anabledd Dysgu^{xl}, y Grŵp Cyngori Allanol ar Drechu Tlodi^{xli}, ymhlith eraill. Nodwyd y Grŵp Gorchwyl a Gorffen ar Ddinas-ranbarthau, a gyflwynodd adroddiad ym mis Gorffennaf y llynedd, fel enghraifft o asesiad cadarn o dystiolaeth a oedd ar gael ac ymgysylltu. Fe wnaeth y rhai a gyfwelwyd yn astudiaeth Johnson a William yn 2011^{xlii} dynnu sylw hefyd at y Grŵp Arbenigol ar Dlodi Plant, y Panel Cyngorol ar Ymchwil Economaidd, y Strategaeth ar gyfer Pobl Hŷn ac ymchwil ar lywodraeth leol fel enghreifftiau o ddefnydd da o ymchwil gwyddor gymdeithasol allanol gan Lywodraeth Cymru.

Enghraifft iechyd cyhoeddus

Modelau da yn ymestyn i’r maes polisi cymdeithasol

Yn olaf, mae’n werth nodi bod cydweithwyr wedi rhestru ystod o enghreifftiau hanesyddol a chyfoes o feysydd iechyd ac iechyd cyhoeddus, meysydd sydd ynghlwm â pholisi cymdeithasol ac sy’n cynnig nifer o fodelau ar gyfer cryfhau rôl tystiolaeth ar draws yr holl wasanaethau (gweler ‘mentrau arloesol a syniadau i’w trafod’ isod). Mae’r cyfraniadau a wnaed gan Archie Cochrane at epidemioleg^{xliii} a Julian Tudor-Hart mewn gofal disgwylgar a gyda’r ddeddf gofal gwrthgyfartal^{xliiv} yn yr ugeinfed ganrif yn ddwy enghraifft proffil uchel. Tynnwyd sylw hefyd at y rhwydweithiau sy’n datblygu o amgylch ymchwil iechyd y cyhoedd – er enghraifft, y Sefydliad Cenedlaethol ar gyfer Ymchwil Gofal Cymdeithasol ac Iechyd^{xliv}, y Rhwydwaith Ymchwil Gwella Iechyd y Cyhoedd^{xlvi}, Y Ganolfan Datblygu a Gwerthuso Ymyriadau Cymhleth er mwyn Gwella Iechyd y Cyhoedd yng Nghaerdydd^{xlvii}, a’r tair uned treialon yn ne ddwyrain Cymru^{xlviii}, gorllewin Cymru^{xlix} a gogledd Cymru^l.

2 UNDERSTANDING THE OBSTACLES TO USEFUL EVIDENCE

DEALL Y RHWYSTRAU RHAG TYSTIOLAETH DDEFNYDDIOL

A brief review of key literature, complemented by a small sample of interviews, point to a range of obstacles to the better use of evidence:

Obstacles to useful evidence in social policy-making

A recent report by the Institute for Governmentⁱⁱ, which drew on four workshops with the Alliance for Useful Evidence and was held with predominantly Westminster and Whitehall players, identified a strong perception that barriers to greater use of evidence were more significant on the demand side rather than the supply side.

Key *demand* side barriers included:

- Problems with the timeliness and helpfulness of evidence and the mismatch between political timetables and the timelines of the evidence producers allied to ethical reservations about experimentation;
- The fact that many political decisions were driven by values rather than outcomes – and that sometimes the ‘evidence-driven’ answer brought significant political risk;
- The lack of culture and skills for using rigorous evidence in the civil service;
- A need to create openness to feedback among other service providers.

Conversations held to inform this paper indicate that many of the barriers articulated above are present in Wales too. Some however felt that there was a positive (but highly variable) shift towards greater use of evidence by some Departments and Divisions within the Welsh Government.

The Institute for Government report also noted that progress had been made to improve the *supply* of evidence but the following barriers remained:

- Research is not timely enough in providing answers to relevant policy questions; and some academics find it difficult to engage effectively with the policy process despite their expertise and potential contribution;
- Many of the issues with which government deals are not suited to the most rigorous testing but, even where they were, policies were often designed in a way that did not allow for proper evaluation;
- A lack of good usable data to provide the basis for research both within and outside government. There was also a risk that new forms of feedback might bias policy making compared to more rigorous data – due in part to differential access to feedback mechanisms.

An additional challenge for policy-makers in Wales is the relative scarcity of social research on Wales-only policies. While there has been significant academic interest in the constitutional and political aspects of devolution, much less is available on Wales' evolving social policies – and still less comparative research is available. A number of reasons are proffered, including the relative recency of these policy developments, reputed difficulties in getting Wales-only articles published in academic journals, and the methodological complexities of comparing divergent systems with few common outcome measures.

Interestingly, the perspectives sampled in Wales – while in no way statistically representative – seemed consistently more accepting of the contested environment within which evidence is just one factor influencing decision-makers, and readier to be understanding of the pressures on Ministers and policy-makers in the still-developing devolved government.

Obstacles to useful evidence in social practice

In a forthcoming Alliance for Useful Evidence paper, Evidence for the Frontline, Jonathan Sharples identifies three common complaints amongst frontline professionals in England when accessing and using social research:

“Firstly, a shortage of time to engage with research; secondly, an overload of information to process; and thirdly, insufficient contextualised information for practice”.

Sharples, 2013, Evidence for the Frontline, p.10

These barriers are equally pertinent to practitioners in Wales, who draw on many of the same sources of research. Early conversations pointed to some further perceived challenges, relevant to parts of the practice community:

- ‘Being across the evidence’ (and understanding how to use evidence) as sometimes not being valued by line managers, linked to an instrumental approach to qualifications and / or an underlying culture which is not perceived to value research (seen as particularly relevant to senior management roles for which there is no strong professional body);
- A lack of clarity on what is available and where (including on the Internet), and sometimes an inability to access professional and academic journals;
- Similar to policy professionals, a mismatch between timeframes faced by decision-makers and timeframes for research to become available.

Mae adolygiad byr o lenyddiaeth allweddol, yn ogystal â sampl fechan o gyfweiliadau, yn cyfeirio at ystod o rwystrau rhag defnyddio tystiolaeth yn well:

Rhwystrau rhag tystiolaeth ddefnyddiol wrth lunio polisiau cymdeithasol

Mewn adroddiad diweddar gan yr Institute for Government^{lii}, a ddefnyddiodd bedwar gweithdy gyda’r Cynghrair ar gyfer Tystiolaeth Ddefnyddiol ac a gynhaliwyd gyda chwaraewyr o San Steffan a Whitehall yn bennaf, nodwyd canfyddiad cryf fod rhwystrau mwy sylweddol ar ochr y galw yn hytrach na’r ochr cyflenwi o ran defnyddio mwy o dystiolaeth.

Roedd rhwystrau allweddol ar ochr *galw* yn cynnwys:

- Problemau gydag amseroldeb a defnyddioldeb tystiolaeth a diffyg cyfatebiaeth rhwng amserlenni gwleidyddol a llinellau amser cynhyrchwyr tystiolaeth ynghyd ag amheuron moesegol ynglŷn ag arbrofi;
- Y ffaith fod llawer o benderfyniadau gwleidyddol yn cael eu llywio gan werthoedd yn hytrach na chanlyniadau – ac weithiau bod yr ateb ‘ar sail tystiolaeth’ yn creu risg wreidyddol sylweddol;
- Diffyg diwylliant a sgiliau ar gyfer defnyddio tystiolaeth bendant yn y gwasanaeth sifil;
- Angen i sicrhau bod yn agored mewn adborth ymhlith darparwyr gwasanaeth eraill.

Mae sgysiau a gynhaliwyd i lywio’r papur hwn yn awgrymu bod llawer o’r rhwystrau y sonnir amdanynt uchod yn bresennol yng Nghymru hefyd. Teimlai rhai, fodd bynnag, fod symudiad cadarnhaol (ond amrywiol iawn) tuag at ddefnyddio mwy o dystiolaeth gan rai Adrannau ac Is-adrannau yn Llywodraeth Cymru.

Nododd adroddiad yr Institute for Government hefyd fod cynnydd wedi’i wneud i wella’r *cyflenwad* tystiolaeth, ond bod y rhwystrau canlynol yn parhau o hyd:

- Nid yw ymchwil yn ddigon amserol o ran cynnig atebion i gwestiynau polisi perthnasol; ac mae rhai academyddion yn ei chael yn anodd ymgysylltu’n effeithiol â’r broses polisi er eu harbenigedd a’u cyfraniad posibl;
- Nid yw llawer o’r materion yr ymdrinia’r llywodraeth â hwy yn addas i’r profion mwyaf trylwyr, ond hyd yn oed pe baent, roedd polisiau’n aml yn cael eu cynllunio mewn ffordd nad oedd yn caniatáu eu gwerthuso’n briodol;
- Diffyg data defnyddiadwy da i roi’r sylfaen i ymchwil o fewn y llywodraeth a thu hwnt. Roedd risg hefyd y gallai mathau newydd o adborth greu rhagfarn wrth lunio polisi o gymharu â data mwy pendant - yn rhannol oherwydd mynediad gwahaniaethol i fecanweithiau adborth.

Her ychwanegol i lunwyr polisi yng Nghymru yw prinder cymharol ymchwil gymdeithasol ar bolisiau Cymru’n unig. Er y bu cryn ddiddordeb academiaidd yn yr agweddau cyfansoddiadol a gwleidyddol ar ddatganoli, mae llawer llai i’w gael ar bolisiau cymdeithasol Cymru sy’n datblygu – ac mae llai fyth o ymchwil gymharol ar gael. Cynigir nifer o resymau, gan gynnwys y ffaith fod y datblygiadau polisi hyn yn rhai cymharol ddiweddar, anawsterau honedig o ran cael erthyglau ar Gymru’n unig wedi’u cyhoeddi mewn cyfnodolion academiaidd, a chymhlethdodau methodolegol cymharu systemau amrywiol gydag ychydig iawn o fesurau canlyniadau cyffredin.

Yn ddiddorol, roedd y safbwyntiau a samplwyd yng Nghymru – er nad oeddent yn ystadegol gynrychioliadol mewn unrhyw ffordd – yn ymddangos yn fwy derbyngar yn gyson o’r

amgylchedd dadleuol y mae tystiolaeth ond yn un ffactor ynddo yn dylanwadu ar lunwyr polisi, ac yn barotach i gydymdeimlo â’r pwysau ar Weinidogion a llunwyr polisi yn y llywodraeth ddatganoledig sy’n dal i ddatblygu.

Rhwystrau rhag tystiolaeth ddefnyddiol mewn ymarfer cymdeithasol

Ym mhapur nesaf y Cynghrair ar gyfer Tystiolaeth Ddefnyddiol, *Evidence for the Frontline*, mae Jonathan Sharples yn nodi tair cwyn gyffredin ymhlith gweithwyr proffesiynol llinell flaen yn Lloegr o ran cael mynediad a defnyddio ymchwil gymdeithasol:

“Yn gyntaf, prinder amser i ymwneud ag ymchwil; yn ail, gorlwyth o wybodaeth i’w phrosesu; ac yn drydydd, dim digon o wybodaeth mewn cyd-destun ar gyfer ymarfer”.

Sharples, 2013, *Evidence for the Frontline*, tud.10.

- Mae’r rhwystrau hyn yr un mor berthnasol i ymarferwyr yng Nghymru, sy’n defnyddio llawer o’r un ffynonellau ymchwil. Roedd sgysiau cynnar yn cyfeirio at nifer o heriau amlwg pellach, yn berthnasol i rannau o’r gymuned ymarfer:
- ‘Bod ar draws y dystiolaeth’ (a deall sut i ddefnyddio tystiolaeth) nad yw’n cael ei werthfawrogi weithiau gan reolwyr llinell, yn gysylltiedig ag ymagwedd gyfrannog at gymwysterau a / neu ddiwylliant sylfaenol na welir ei fod yn gwerthfawrogi ymchwil (gwelir fod hyn yn arbennig o berthnasol i rolau uwch reolwyr nad oes corff proffesiynol cryf ar eu cyfer);
- Diffyg eglurder ynglŷn â’r hyn sydd ar gael ac ymhle (gan gynnwys ar y Rhynggrwyd), ac weithiau anallu i gael mynediad i gyfnodolion proffesiynol ac academiaidd;
- Yn debyg i weithwyr proffesiynol polisi, diffyg cyfatebiaeth rhwng fframiau amser a wynebir gan lunwyr polisi, a fframiau amser i ymchwil ddod ar gael.

3 INNOVATIONS AND IDEAS FOR DISCUSSION

MENTRAU ARLOESOL A SYNIADAU I'W TRAFOD

Understanding the obstacles and the complexity of some of the paths between the supply and demand of evidence is useful but can be daunting; some of the innovations and ideas available however inspire optimism. (The sample is illustrative; further analysis would be required to assess the effectiveness of each, and their fit to any specific challenge or context).

A) Third party evidence brokers

In some disciplines, third party brokers have been created and tasked to link the supply and demand for evidence. Such brokers are pro-active, intended to worry away at all aspects of the evidence-action problem, and as such are distinctly different to passive observatories. Established examples include the Social Care Institute for Excellence, National Institute for Health and Care Excellence (NICE) and Education Endowment Foundation in England and the Public Health Wales Evidence Service in Wales^{liii}. The UK Government has recently announced four new independent 'What Works Centres' that will be responsible for "gathering, assessing and sharing the most robust evidence to inform policy and service delivery"^{liv} across the issues of tackling crime, active and independent ageing, early intervention, and local economic growth.

Third party brokers represent a significant investment of public money. Similar investments in training and development agencies, responding to the linked problem of professional and managerial skills, have over time struggled to prove their impact.

B) Better access to expert advice

Alongside access to evidence, government departments often like to seek out expert advice. Sometimes this is done through the personal networks of senior civil servants and Ministers, but more formal mechanisms such as the Task and Finish Groups mentioned above, and expert panels^{lv}, are also seen as useful.

The Public Policy Institute (PPI) currently being procured by the Welsh Government is an innovation in this category. As announced by the First Minister, the aim of the PPI will be to strengthen "the links between the Welsh Government and independent sources of expert policy advice, and thereby improving the effectiveness of policy and delivery in Wales"^{lvi}. The PPI's

agenda will be set by Ministers and is expected to relate to strategic decisions facing the Cabinet. Exactly how the PPI will function - and the balance it will achieve between advice and evidence, particularly when fast turnaround advice is required - will emerge over coming months.

The Welsh Government has also invested in a 'nudge' unit: The Wales Centre for Behaviour Change^{lvii}. The aim for the Centre is to become a hub for collaborative research and development and innovation working alongside Welsh industry, extending behaviour change systems and approaches to meet areas of need, such as securing sustainable lifestyles and promoting economic prosperity.

C) Action research

The normal language of supply and demand for evidence assumes they are distinct activities, usually undertaken by different people. One way to increase our understanding of whether policies and practices are working on the ground, and in far closer to real-time, is through action research. Action research has a long pedigree in the teaching profession^{lviii}, enabling teachers consciously to experiment, analyse and reflect on their practice. Crucially, action research involves those within services participating in the research themselves overcoming the gap between evidence production and utilisation^{lix}. Training professionals in action research as well as research interpretation can deliver action-orientation rather than knowledge-orientation; however there can be concerns about the research skills brought to bear and the reliability of results.

D) Flipping academics!

Professor Catherine Farrell at the University of Glamorgan has highlighted a converse idea: flipping academics^{lx}. The term, coined by Professor Alex Bruton of Mount Royal University, Canada, describes academics who prioritise usefulness in their research (defined as impact on students or society) over publication. Bruton argues that such a paradigm shift could, if desired, be initiated by the shift towards open access academic publishing. Such a shift seems unlikely within the current performance frameworks that shape the agendas of the UK's state-funded research institutions; there may however be opportunities afforded by the increasing expectation that researchers should demonstrate impact – and associated funding^{lxi}.

E) Social science competence as a professional requirement

A number of sources point to a lack of social science literacy in parts of the public service^{lxii}; it is hard to use evidence effectively if you are unsure how to assess or interpret it. Similarly, there is evidence of uncertainty amongst senior managers in Wales about the value of research skills^{lxiii}. There are few analogous institutions to teaching hospitals in Wales and few analogous career paths to the academic-consultant, which deliberately combines research, practice and teaching. In 2003, Shepherd offered an ambitious vision for the integration of research and practice in criminal justice, which is relevant to all social policy areas:

“We want to develop the police command unit as the laboratory for the senior police officer. Just as the hospital specialist has a laboratory and lecture room, we want the senior police officer to have a lecture room in the command unit, the police laboratory in the community, the laboratory being the operational unit... run by a whole time senior officer who will devote himself to practical policing and whatever the class of case may be, give it scientific attention”.

Shepherd, 2003, p. 312

Shepherd’s vision may be considered long-term. Two more achievable actions – perhaps steps on the way – might be to:

1. Build social science literacy, and then research competence, into professional requirements - including for policy and managerial roles for which there is no overarching professional body;
2. Introduce social science training into leadership and management development.

F) Better connection between public services and researcher providers

Many senior public managers in Wales consider themselves well connected to relevant academics and research institutions, especially those located locally. Such relationships are often forged personally, and a clumsy attempt to formalise or structure them is unlikely to add value. Nonetheless, people both producing and using evidence seem to agree that “improved understanding between the two groups” would be of benefit^{lxiv}.

Lighter-touch ideas to support stronger relationships between public managers and academics include:

1. Exploratory discussion about how policy and public services colleagues might be able to assist academics to achieve impact within (and beyond) the Research Excellence Framework, whilst fully respecting academic independence^{lxv};
2. Providing policy specialists with access to academic journals.

Again, it is important to note that contact with evidence producers does not always equate to understanding and interpretation of the evidence itself.

G) A higher public profile for evidence?

Another possible way to increase the use of evidence is to demonstrate the importance of evidence at the highest levels of decision-making. The Welsh Government already publishes Decision Reports, through which “the facts and analysis upon which Ministers have taken decisions” are reported^{lxvi}; however a sample of recent decision reports suggests they contain few facts and little analysis. One idea may be to reinforce the principle behind decision reports in Wales; three alternative models may also generate interest:

- In New Zealand, civil service advice to Ministers – the whole advice and not just the facts underpinning the advice - is made public once a decision has been made. Where

Ministers have chosen to ignore advice, they simply say so and, as one New Zealand public servant put it, “they find the earth doesn’t fall in”^{lxvii};

- In the Netherlands, a Central Planning Bureau is available to evaluate party manifesto pledges before elections. This has reinforced the importance of evidence, but does “bias the political debate towards proposals that are easily evaluated”^{lxviii};
- At the UK level, Nesta has proposed that a ‘Red Book of Evidence’ should be published alongside Budgets and Spending Reviews, which would offer an evidence audit trail showing the ‘workings out’ behind major government funding decisions^{lxix}.

H) Campaign for the trialling of new policies

One gauntlet taken up by some members of the Alliance for Useful Evidence alongside high profile commentators such as Ben Goldacre, author of The Guardian’s Bad Science column, is to encourage governments to engage in formal experimentation of policy ideas. The apogee of such experiments is the randomised control trial (RCT). In Test, Learn, Adapt^{lxx}, Goldacre and colleagues argue that RCTs could be applied to almost all policy areas; moreover as many policies are evaluated post-implementation, early testing may save later embarrassment.

Not everyone may agree on the universal applicability of RCTs; however publicly reinforcing the expectation on government that new policy ideas should be tested before being ‘rolled out’ across the country may be an easier first action.

I) Research on ‘the Welsh model’

The Welsh Government is engaged in state-building, exemplified by Ron Davies’ now famous and oft-repeated phrase, “devolution is a process not an event”. As Wales evolves a model of public services distinct from those in England, Scotland or Northern Ireland, there is both an opportunity and a political argument to invest in long-term research that can be used to inform, defend and challenge the emerging paradigm. However it is not clear where this research is taking place currently, and questions remain about how it might be funded and the appropriate role for either government funding or government researchers in this space.

Mae’n ddefnyddiol deall rhwystrau a chymhlethdod rhai o’r llwybrau rhwng cyflenwi tystiolaeth a’r galw am dystiolaeth, ond gall fod yn hynod anodd; mae rhai o’r mentrau arloesol a’r syniadau sydd ar gael, fodd bynnag, yn ysbrydoli optimistaeth. (Enghreifftiol yw’r sampl; byddai angen dadansoddi ymhellach i asesu effeithiolrwydd pob un, a’u haddasrwydd at unrhyw her neu gyd-destun penodol).

A) Broceriaid tystiolaeth trydydd parti

Mewn rhai disgyblaethau, mae broceriaid trydydd parti wedi’u creu a rhoddwyd y dasg iddynt o gysylltu’r cyflenwad tystiolaeth a’r galw am dystiolaeth. Mae broceriaid o’r fath yn rhagweithiol; bwriadwyd iddynt ymboeni ynghylch pob agwedd ar y broblem tystiolaeth-gweithredu, ac fel y cyfryw maent yn amlwg yn wahanol i arsyllfeydd goddefol. Mae enghreifftiau sefydledig yn cynnwys y Sefydliad Gofal Cymdeithasol er Rhagoriaeth, y Sefydliad Cenedlaethol dros Iechyd a Rhagoriaeth Glinigol (NICE) a’r Education Endowment Foundation yn Lloegr a Gwasanaeth Tystiolaeth Iechyd Cyhoeddus Cymru yng Nghymru^{lxxi}. Yn ddiweddar, cyhoeddodd Llywodraeth y DU bedair ‘Canolfan Beth sy’n Gweithio’ annibynnol newydd a fydd yn gyfrifol am “gasglu, asesu a rhannu’r dystiolaeth fwyaf cadarn i lywio polisi a darparu gwasanaethau”^{lxxii} ar draws materion mynd i’r afael â throsedd, heneiddio’n egniol ac yn annibynnol, ymyrraeth gynnar, a thwf economaidd lleol.

Mae broceriaid trydydd parti yn fuddsoddiad sylweddol o arian cyhoeddus. Mae buddsoddiadau tebyg mewn asiantaethau hyfforddi a datblygu, gan ymateb i broblem gysylltiedig sgiliau proffesiynol a rheoli, wedi’i chael hi’n anodd profi eu heffaith.

B) Mynediad gwell i gyngor arbenigol

Ochr yn ochr â mynediad i dystiolaeth, mae adrannau’r llywodraeth yn hoffi gofyn am gyngor arbenigol yn aml. Gwneir hyn drwy rwydweithiau personol uwch weision sifil a Gweinidogion weithiau, ond gwelir hefyd fod mecanweithiau mwy ffurfiol fel y Grwpiau Gorchwyl a Gorffen a grybwyllwyd uchod, a phaneli arbenigwyr^{lxxiii}, yn ddefnyddiol hefyd.

Mae’r Sefydliad Polisi Cyhoeddus (SPC) y mae Llywodraeth wrthi’n ei gaffael, yn fenter arloesol yn y categori hwn. Fel y cyhoeddwyd gan y Prif Weinidog, nod y SPC fydd cryfhau’r “cysylltiadau rhwng Llywodraeth Cymru a ffynonellau annibynnol o gyngor arbenigol ym maes polisi. Bydd hynny, yn ei dro, yn gwneud y broses o lunio a chyflwyno polisiâu yng Nghymru yn fwy effeithiol”^{lxxiv}. Bydd agenda’r SPC yn cael ei bennu gan y Gweinidogion a disgwylir y bydd yn ymwneud â phenderfyniadau strategol sy’n wynebu’r Cabinet. Daw’n amlwg dros y misoedd i ddod sut yn union bydd y SPC yn gweithredu - a’r cydbwysedd y bydd yn ei gyflawni rhwng cyngor a thystiolaeth, yn enwedig pan fo angen cyngor ar frys.

Mae Llywodraeth Cymru hefyd wedi buddsoddi mewn uned ‘brocio’: Canolfan Newid Ymddygiad Cymru^{lxxv}. Y nod yw y bydd y Ganolfan yn dod yn ganolbwynt ar gyfer ymchwil a datblygu cydweithredol ac arloesi yn gweithio ochr yn ochr â diwydiant Cymru, gan ehangu systemau a dulliau newid ymddygiad i fodloni meysydd angen, fel sicrhau ffyrdd iach cynaliadwy a hyrwyddo ffyniant economaidd.

C) Ymchwil weithredu

Mae iaith arferol y cyflenwad a’r galw am dystiolaeth yn rhagdybio eu bod yn weithgareddau ar wahân, gweithgareddau y bydd pobl wahanol yn ymgymryd â hwy fel arfer. Un ffordd o gynyddu ein dealltwriaeth o ba un a yw polisïau ac arferion yn gweithio’n ymarferol, ac mewn amser real agosach o lawer, yw drwy ymchwil weithredu. Mae hanes hir i weithredu ymchwil yn y proffesiwn addysgu^{lxxvi}, yn galluogi athrawon i fynd ati’n ymwybodol i arbrofi, dadansoddi a myfyrio ar eu hymarfer. Yn hanfodol, mae ymchwil weithredu yn golygu bod y rheiny sy’n gweithio o fewn gwasanaethau yn cymryd rhan yn yr ymchwil eu hunain, gan oresgyn y bwlb rhwng cynhyrchu tystiolaeth a defnyddio tystiolaeth^{lxxvii}. Gall hyfforddi gweithwyr proffesiynol mewn ymchwil weithredu yn ogystal â dehongli ymchwil esgor ar ddealltwriaeth o weithredu yn hytrach na dealltwriaeth o wybodaeth; fodd bynnag, gall fod pryderon ynglŷn â’r sgiliau ymchwil a ddatblygir a dibynadwyedd canlyniadau.

CH) Flipping academics!

Mae’r Athro Catherine Farrell ym Mhrifysgol Morgannwg wedi tynnu sylw at syniad cyferbyniol: flipping academics^{lxxviii}. Mae’r term, a fathwyd gan yr Athro Alex Bruton o Brifysgol Mount Royal, Canada, yn disgrifio academyddion sy’n rhoi blaenoriaeth i ddefnyddioldeb yn eu hymchwil (diffinnir fel effaith ar fyfyrwyr neu’r gymdeithas) dros gyhoeddi. Mae Bruton yn dadlau y gallai newid paradeim o’r fath, pe dymunid hynny, gael ei symblu gan y newid tuag at gyhoeddiadau academaidd mynediad agored. Mae newid o’r fath i weld yn annhebygol o fewn y fframweithiau perfformiad presennol sy’n llywio agendâu sefydliadau ymchwil y DU a ariennir gan y wladwriaeth; gallai fod cyfleoedd, fodd bynnag, yn y disgwyliad cynyddol y dylai ymchwilwyr ddangos effaith – a chyllid cysylltiedig^{lxxix}.

D) Cymhwysedd yn y gwyddorau cymdeithasol fel gofyniad proffesiynol

Mae nifer o ffynonellau’n cyfeirio at ddiffyg llythrennedd yn y gwyddorau cymdeithasol mewn rhannau o’r gwasanaeth cyhoeddus^{lxxx}; mae’n anodd defnyddio tystiolaeth yn effeithiol os nad ydych yn sicr sut i asesu neu dehongli’r dystiolaeth. Yn ddigon tebyg, mae tystiolaeth o ansicrwydd ymhlith uwch reolwyr yng Nghymru ynghylch gwerth sgiliau ymchwil^{lxxxi}. Ychydig o sefydliadau tebyg i ysbytai addysgu sydd yng Nghymru, ac ychydig o lwybrau gyrfa tebyg i’r academydd-ymgyngorydd, sy’n fwriadol yn cyfuno ymchwil, ymarfer ac addysgu. Yn 2003, cynigiodd Shepherd weledigaeth uchelgeisiol i integreiddio ymchwil ac ymarfer mewn cyfiawnder troseddol, sy’n berthnasol i’r holl feysydd polisi cymdeithasol:

“Rydym eisiau datblygu uned reoli’r heddlu fel y labordy ar gyfer uwch swyddog yr heddlu. Yn union fel labordy ac ystafell ddarlithio’r arbenigwr ysbyty, rydym am i uwch swyddog yr heddlu gael ystafell ddarlithio yn yr uned reoli, labordy’r heddlu yn y gymuned, a’r labordy yw’r uned weithredol... yn cael ei rhedeg gan uwch swyddog amser llawn a fydd yn ymroi i blismona ymarferol a beth bynnag fo dosbarth yr achos, rhoi sylw gwyddonol iddo”.

Shepherd, 2003, tud. 312

Gellir ystyried mai gweledigaeth hirdymor yw un Shepherd. Dyma ddau gam gweithredu posibl sydd fwy o fewn cyrraedd – camau ar y ffordd efallai:

1. Cynnwys llythrennedd yn y gwyddorau cymdeithasol, ac yna cymhwysedd ymchwil, mewn gofynion proffesiynol - gan gynnwys ar gyfer polisi a rolau rheoli nad oes unrhyw gorff proffesiynol cyffredinol ar eu cyfer;
2. Cyflwyno hyfforddiant yn y gwyddorau cymdeithasol mewn datblygu arweinyddiaeth a rheolaeth.

DD) Cysylltiadau gwell rhwng gwasanaethau cyhoeddus a darparwyr ymchwilwyr

Mae llawer o uwch reolwyr cyhoeddus yng Nghymru yn ystyried bod ganddynt gysylltiadau da ag academyddion perthnasol a sefydliadau ymchwil, yn enwedig y rhai sy’n lleol. Caiff perthnasoedd o’r fath eu meithrin yn bersonol yn aml, ac mae ymgais drwsogl i’w ffurfioli neu’u strwythuro yn annhebygol o ychwanegu gwerth. Serch hynny, ymddengys bod y bobl sy’n cynhyrchu tystiolaeth ac yn defnyddio tystiolaeth yn cytuno y byddai “dealltwriaeth well rhwng y ddau grŵp” yn fuddiol^{lxxxii}.

Mae syniadau llai manwl i gefnogi perthnasoedd cryfach rhwng rheolwyr cyhoeddus ac academyddion yn cynnwys:

1. Trafodaeth archwiliol ynglŷn â sut gallai cydweithwyr ym maes polisi ac mewn gwasanaethau cyhoeddus gynorthwyo academyddion i sicrhau effaith o fewn y Fframwaith Rhagoriaeth Ymchwil (a thu hwnt), a pharchu annibyniaeth academaidd yn llwyr ar yr un pryd^{lxxxiii};
2. Rhoi mynediad i gyfnodolion academaidd i arbenigwyr polisi.

Eto, mae’n bwysig nodi nad yw cysylltiad â chynhyrchwyr tystiolaeth bob amser yn gyfystyr â deall a dehongli’r dystiolaeth ei hun.

E) Proffil cyhoeddus uwch i dystiolaeth?

Ffordd bosibl arall i gynyddu’r defnydd o dystiolaeth yw dangos pwysigrwydd tystiolaeth ar lefelau uchaf y broses benderfynu. Mae Llywodraeth Cymru eisoes yn cyhoeddi Adroddiadau Penderfyniadau, lle’r adroddir am “y ffeithiau a’r dadansoddi y mae Gweinidogion wedi seilio penderfyniadau arnynt”^{lxxxiv}; fodd bynnag, mae sampl o adroddiadau penderfyniadau diweddar yn awgrymu mai ychydig iawn o ffeithiau a gynhwysir ynddynt, a bach iawn o ddadansoddi. Un syniad posibl fyddai atgyfnerthu’r egwyddor y tu ôl i adroddiadau penderfyniadau yng Nghymru; fe allai tri model amgen greu diddordeb hefyd:

- Yn Seland Newydd, mae cyngor y gwasanaeth sifil i Weinidogion – y cyngor cyfan ac nid y ffeithiau sy’n sail i’r cyngor yn unig – yn cael ei gyhoeddi ar ôl i benderfyniad gael ei wneud. Lle mae Gweinidogion wedi dewis anwybyddu cyngor, maent yn dweud hynny, ac fel y dywedodd un gwasanaeth sifil yn Seland Newydd, “maent yn gweld nad yw’r byd yn dod i ben”^{lxxxv};
- Yn yr Iseldiroedd, mae Canolfan Gynllunio Ganolog ar gael i werthuso addunedau pleidiau cyn etholiadau. Mae hyn wedi atgyfnerthu pwysigrwydd tystiolaeth, ond mae’n “creu rhagfarn yn y ddadl wleidyddol tuag at gynigion y mae’n hawdd eu gwerthuso”^{lxxxvi};
- Ar lefel y DU, mae Nesta wedi cynnig y dylid cyhoeddi ‘Llyfr Coch o Dystiolaeth’ ochr yn ochr ag Adolygiadau o Gyllidebau a Gwariant, a fyddai’n cynnig llwybr archwilio tystiolaeth yn dangos y ‘gweithio allan’ y tu ôl i brif benderfyniadau ariannu’r llywodraeth^{lxxxvii}.

F) Ymgyrch i dreialu polisïau newydd

Un her sydd wedi’i derbyn gan rai aelodau o’r Cynghrair ar gyfer Tystiolaeth Ddefnyddiol ochr yn ochr â sylwebyddion proffil uchel fel Ben Goldacre, awdur colofn Bad Science yn The Guardian, yw annog llywodraethau i arbrofi’n ffurfiol â syniadau polisi. Uchafbwynt arbrofion o’r fath yw’r treial rheoli ar hap (RCT). Yn Test, Learn, Adapt^{lxxxviii}, mae Goldacre a chyfeillion yn dadlau y gellir cymhwyso RCTau i bob maes polisi bron; at hynny, gan fod llawer o bolisïau’n cael eu gwerthuso ar ôl eu rhoi ar waith, fe allai cynnal profion cynnar arbed embaras nes ymlaen.

Efallai nad yw pawb yn cytuno ar gymhwyster cyffredinol RCTau; fodd bynnag, fe allai atgyfnerthu’n gyhoeddus y disgwyliad ar y llywodraeth y dylai syniadau polisi newydd gael eu rhoi ar brawf cyn eu ‘cyflwyno fesul cam’ ledled y wlad fod yn gam gweithredu cyntaf haws.

FF) Ymchwil ar ‘y model Cymreig’

Mae Llywodraeth Cymru wrthi’n adeiladu’r wladwriaeth, ac amlygwyd hynny gan ymadrodd Ron Davies, ymadrodd sydd bellach yn un enwog ac a ailadroddir yn aml, “proses yw datganoli, nid digwyddiad”. Wrth i Gymru ddatblygu model o wasanaethau cyhoeddus sy’n wahanol i’r rheiny yn Lloegr, yr Alban neu Ogledd Iwerddon, mae yna gyfle a dadl wleidyddol i fuddsoddi mewn ymchwil hirdymor y gellir ei defnyddio i lywio, amddiffyn a herio’r paradeim sy’n dod i’r amlwg. Fodd bynnag, nid yw’n glir ble mae’r ymchwil hon yn cael ei chynnal ar hyn o bryd, ac mae cwestiynau’n parhau ynghylch sut gellid ei hariannu, a’r rôl briodol ar gyfer naill ai cyllid y llywodraeth neu ymchwilwyr y llywodraeth yn y gofod hwn.

4 QUESTIONS

CWESTIYNAU

The following questions are proposed to frame discussions at the Alliance for Useful Evidence/Wales Public Services 2025 event in Wales on 17th May 2013:

1. Do you agree with the Alliance for Useful Evidence’s aim to optimise the use of evidence in policy and public services?
2. Do you see value in any of the innovations and ideas discussed above? Which ones do you see as having the most value? And how might we support them into action?
3. Could Wales be a leader in Europe as an experimental lab championing evidence-based policy and public service innovations? Using its size and close connections between policy makers, practitioners and academic institutions, could Wales set a new standard for how public services experiment and apply ‘what works’?

Bwriedir i’r cwestiynau canlynol lywio trafodaethau yn y digwyddiad rhwng y Cynghrair ar gyfer Tystiolaeth Ddefnyddiol/Gwasanaethau Cyhoeddus Cymru 2025 yng Nghymru ar 17 Mai 2013:

1. A ydych chi’n cytuno â nod y Cynghrair ar gyfer Tystiolaeth Ddefnyddiol i gynyddu’r defnydd o dystiolaeth ym maes polisi a gwasanaethau cyhoeddus hyd yr eithaf?
2. A ydych chi’n gweld gwerth yn unrhyw un o’r mentrau arloesol a’r syniadau a drafodwyd uchod? Pa rai sydd â’r gwerth mwyaf yn eich barn chi? A sut gallem ni eu cefnogi i’w troi yn weithredu?
3. A allai Cymru fod yn arweinydd yn Ewrop fel labordy arbrofol yn hyrwyddo polisi ar sail tystiolaeth a mentrau arloesol yn y sector cyhoeddus. Gan ddefnyddio ei maint a’r cysylltiadau agos rhwng llunwyr polisi, ymarferwyr a sefydliad academiaidd, a allai Cymru osod safon newydd ar gyfer y modd y mae gwasanaethau cyhoeddus yn arbrofi ac yn cymhwyso ‘beth sy’n gweithio’?

Parting thought

Rhywbeth i gnoi cil arno i gloi

“Where knowledge is a duty, ignorance is a crime”.

Thomas Paine (1737 – 1809)

Endnotes

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