

Agenda – Children, Young People and Education Committee

Meeting Venue:

Committee Room 1 – Senedd

Meeting date: Thursday, 12 January
2017

Meeting time: 09.15

For further information contact:

Marc Wyn Jones

Committee Clerk

0300 200 6565

SeneddCYPE@assembly.wales

09.15 – 09.30 – Informal meeting

1 Introductions, apologies, substitutions and declarations of interest

(09.30)

2 Inquiry into Education Improvement Grant: Gypsy, Roma and Traveller, and Minority Ethnic Children – evidence session 6

(09.30 – 10.30)

(Pages 1 – 37)

Welsh Government

Kirsty Williams AM, Cabinet Secretary for Education

Steve Davies, Director, Education Directorate

Stephen Gear, Head of Supporting Achievement and Safeguarding

Attached Documents:

Research Paper

CYPE(5)-01-17 – Papur | Paper 1



Cynulliad
Cenedlaethol
Cymru

National
Assembly for
Wales

**3 The implementation of the Review Successful Futures:
Independent Review of Curriculum and Assessment Arrangements
in Wales – evidence session 5**

(10.30 – 11.00)

(Pages 38 – 71)

Welsh Government

Kirsty Williams AM, Cabinet Secretary for Education

Steve Davies, Director, Education Directorate

Karen Cornish, Head of Curriculum Implementation

Attached Documents:

Research Paper

CYPE(5)-01-17 – Papur | Paper 2

Break – 11.00 – 11.15

**4 Additional Learning Needs and Education Tribunal (Wales) Bill –
evidence session 1**

(11.15 – 12.15)

(Pages 72 – 107)

Welsh Government

Alun Davies AM, Minister for lifelong Learning and Welsh Language

Emma Williams, Deputy Director, Support for Learners

Tania Nicholson, Head of Additional Learning Needs Legislative Programme

Mair Roberts, Lawyer

Catherine Lloyd, Lawyer

Attached Documents:

Research Paper

5 Paper(s) to note

Letter from Carol Shillabeer, Chief Executive Powys teaching Health Board / Chair of T4CYP Programme – additional information following the meeting on 24 November

(Pages 108 – 155)

Attached Documents:

CYPE(5)-01-17 – Papur | Paper 3 – i'w nodi | to note

Letter from Dr Jonathan Brentnall – additional information following meeting on 30 November for the inquiry into Education Improvement Grant: Gypsy, Roma and Traveller, and Minority Ethnic Children

(Pages 156 – 199)

Attached Documents:

CYPE(5)-01-17 – Papur | Paper 4 – i'w nodi | to note

Additional information from Trudy Aspinwall following meeting on 8 December for inquiry into Education Improvement Grant: Gypsy, Roma and Traveller, and Minority Ethnic Children

(Pages 200 – 213)

Attached Documents:

CYPE(5)-01-17 – Papur | Paper 5 – i'w nodi | to note

Letter from ProMO Cymru – Inquiry into Statutory Advocacy Provision

(Pages 214 – 216)

Attached Documents:

CYPE(5)-01-17 – Papur | Paper 6

Letter from the Minister for Lifelong Learning and Welsh Language – Future funding of CWYS

(Pages 217 – 218)

Attached Documents:

CYPE(5)-01-17 – Papur | Paper 7 – i'w nodi | to note

6 Motion under Standing Order 17.42(ix) to resolve to exclude the public from the meeting for the remainder of the meeting.

(12.15)

7 Legislative Consent Memorandum: Higher Education and Research Bill – Consideration of draft report

(12.15 – 12.30)

(Pages 219 – 233)

Attached Documents:

CYPE(5)-01-17 – Papur | Paper 8 – preifat | private

Document is Restricted

Children, Young People and Education (CYPE) Committee - Inquiry into the Education Improvement Grant for Schools (EIG): Gypsy, Roma and Traveller, and Minority Ethnic children

I would like to thank the Committee for undertaking this inquiry into the Education Improvement Grant for Schools (EIG): Gypsy, Roma and Traveller, and minority ethnic children.

The Welsh Government is committed to ensuring that all children and young people reach their full potential in education regardless of their background or personal circumstances. Our vision is for all of our children and young people to enjoy teaching and learning that inspires them to succeed, in an inclusive learning environment which respects and values cultural diversity. This includes ethnic minority and Gypsy, Roma and Traveller learners.

I see education reform as our national mission over this Government term with the development of a new curriculum for Wales and new assessment arrangements. Working together we must seek to ensure all of our children and young people have an equal opportunity to reach the highest standards. I believe in an inclusive education system, with learner well-being at its heart: a united teaching profession committed to excellence and all education services working collaboratively to ensure equity and equality of opportunity for our learners.

The Welsh Government's continued commitment to education is clear within our new Programme for Government. I have outlined my priorities for education, including improving the quality of teaching, learning and leadership; supporting the workforce; investing in the conditions for improvement through a self-improving system; supporting the Welsh language; and continuing our drive to reduce inequalities and remove barriers to education.

We are reviewing our current overarching strategy for the education of learners aged 3-19, Qualified for Life, and underpinning my approach to education is the belief that someone's ability to benefit from education should not be determined by their personal circumstances, and a drive to reduce inequalities and remove barriers to education.

For example, I will soon be announcing proposals to reduce infant classes linked to high levels of deprivation, ALN or where English/Welsh is not the first language. This will be clearly linked to improved outcomes for learners in these schools.

In seeking to understand the challenges Gypsy, Roma and Traveller, and minority ethnic learners face in achieving their educational potential, I believe the Committee is focusing on an area of importance and I am grateful for this inquiry.

I have provided a detailed response to the Committee's initial request for information, which I attach to this paper. In this evidence paper, I would like to briefly touch upon a couple of themes from my earlier response and provide some further context.

Welsh Government education policies to support ethnic minority and Gypsy, Roma and Traveller learners

Gypsy, Roma and Traveller learners

In November 2014, the Welsh Government published *Gypsy and Traveller Education: Engaging Families – a Research Report*¹. The purpose of the research was to identify what works in engaging Gypsy and Traveller families in education with a specific focus on attainment, attendance and retention. The objective was to provide a comprehensive and evidence based account of good practice by drawing on the experiences of Traveller Education Service (TES) practitioners. This included capturing a picture of Local Authority provision for these learners across Wales. We know there are complexities associated with engaging with families and the research intended to offer us a deeper insight to inform other key service providers, practitioners and policy makers.

The research addressed the nature of Local Authority provision for Gypsy and Traveller education, identified key practices to facilitate engagement and how services worked in engaging Gypsy and Traveller families in education.

The data used in this report indicated that despite an increase in the number of Gypsy and Traveller children registered in schools across Wales, the attainment and attendance of these pupils is still too low.

Research has shown that throughout their education, Gypsy and Traveller learners face a unique set of barriers towards engagement. They have the highest levels of absenteeism at both Primary and Secondary school, consequently they also have some of the lowest levels of educational attainment of any learner group. Our priorities for these groups of learners centre on improving school attendance and supporting the transition to secondary school.

The Welsh Government produced *Travelling Together: Resources to promote the integration of Gypsy and Traveller culture into the national curriculum*² to promote Gypsy and Traveller culture and heritage within the national curriculum. It provides in-depth guidance for schools by drawing together resources produced by the Traveller Education Services across Wales and specialised websites for the Gypsy and Traveller community. The resource was developed to support achievement, provide a culturally affirming curriculum, encourage transition and reduce the marginalisation of Gypsy and Traveller learners.

The Welsh Government has worked with Show Racism the Red Card to develop *Gypsy, Roma and Traveller Children in the Welsh School System: Promoting Equality and Tackling Racism*³. This is a bi-lingual toolkit which provides information and activities to help settle Gypsy, Roma and Traveller learners in school. It was developed in consultation with members of the Gypsy, Roma and Traveller communities and is available via Hwb. It is designed to help remove barriers, promote understanding, and create a welcoming, inclusive school experience that complements *Travelling Together*.

¹ Gypsy and Traveller Education – Engaging Families – A research report: <http://gov.wales/statistics-and-research/gypsy-traveller-education/?lang=en>

² Travelling Together: <http://learning.gov.wales/resources/browse-all/travelling-together/?lang=en>

³ Gypsy, Roma and Traveller Children in the Welsh School System: <http://www.srtrc.org/uploaded/Promoting%20Equality%20%20Tackling%20Racism%20GRT%20Toolkit%20English%20Language.pdf>

Ethnic minority learners

In March 2014, the Welsh Government published the policy statement *Minority ethnic achievement in education in Wales*⁴ which set out our commitment to enabling all children to achieve their full potential, including minority ethnic children. It must be recognised that, at that time, funding was provided via the two discrete grants. The policy statement aimed to situate minority ethnic achievement within the wider strategic framework governing education in Wales.

The Welsh Government has high aspirations for all learners in Wales. Our education reform programme focuses on school improvement as the principal means of delivering our objective of ensuring all learners succeed. Our strategic focus provided by Qualified for Life has four strategic objectives:

- An excellent professional workforce with strong pedagogy based on an understanding of what works.
- A curriculum which is engaging and attractive to children and young people and which develops within them an independent ability to apply knowledge and skills.
- The qualifications young people achieve are nationally and internationally respected and act as a credible passport to their future learning and employment.
- Leaders of education at every level working together in a self-improving system, providing mutual support and challenge to raise standards in all schools.

The next iteration of Qualified for Life will include a specific objective for well-being and inclusion within an education system which helps to tackle inequalities and support all learners to fulfil their potential in line with our Programme for Government commitments.

In respect of ethnic minority learners, this is not one homogenous group and the needs of these learners can vary significantly. Whilst the Welsh Government's aspirations are frequently articulated in terms of 'all learners' in Wales, our aspirations are for a system which recognises the needs of each learner as an individual regardless of their background or characteristics. One of the challenges ahead will be to ensure we collectively set the conditions whereby our educational settings have the expertise to meet the individual needs of all learners.

One of the key actions identified in the policy statement was a need to build capacity to meet increasing demand. To support that, the Welsh Government commissioned the People and Work Unit to identify and report on successful strategies and approaches to up skilling classroom teachers in delivering education to children who had English or Welsh as an Additional Language needs.

The report on the Project to Identify Capacity Building Approaches to Support the Delivery of English as an Additional Language Services was published in March 2015.

The report provided practitioners and Ethnic Minority Achievement Service providers with examples of good practice in supporting learners with English as an Additional Language. It provided useful evidence of the long held view that capacity building is dependant upon a holistic whole school approach, and that an over-dependence on local authority EMAS services was unsustainable. It also suggested there was a key

⁴ Minority Ethnic Achievement in Wales: <http://learning.gov.wales/docs/learningwales/publications/140327-minority-ethnic-achievement-in-wales-policy-statement-en.pdf>

opportunity for services to work more closely together to share resources and good practice. There is evidence that this is beginning to happen.

Self-improving system

A cornerstone of our overall approach is the self-improving system; we are seeking to develop collective responsibility for the wider education system through longer term collaboration and partnership working. This will require clear lines of responsibility and our sector relationships must seek to be honest and challenging. Ultimately, I would like to see all of our educational settings able to work with each other to service the vast majority of the needs of all of our learners, with a greater share of resources available to them and a lesser need to rely on central support services.

Within that context there remains a clear role for educational support services working collaboratively to share good practice and to support schools to improve outcomes for individual learners. The Welsh Government's aspirations for the educational achievement of Gypsy, Roma and Traveller, and ethnic minority learners remain, regardless of the mechanisms through which we may provide additional support.

Performance

As I outlined in my letter to the Committee, it is too early to assess the impact of the new grant arrangements on the educational outcomes of Gypsy, Roma and Traveller and minority ethnic learners as the grant has only been in place since April 2015. The Welsh Government publishes performance data by learner characteristics annually. We will publish updated information in January 2017 for the 2016 period. Some of the cohort sizes are very small, sometimes just above single figures, and therefore subject to considerable fluctuation from year to year. The data is published on an aggregated basis so that the number of learners in each ethnic background is larger to enable more robust conclusions to be drawn from the attainment of learners in each group.

According to the aggregated data for 2013-15, Gypsy, Roma and Traveller learners' achievement remains significantly below their peers with only 15.5% of Gypsy and Gypsy Roma learners achieving the Level 2 inclusive at Key Stage 4 against and all Wales average of 56%. Black or Black British learners' performance has improved from 41.9% to 47.1% achieving the Level 2 inclusive, and within that, Caribbean learners' performance has reduced from 33.8% to 31.8% whilst African learners' performance has increased from 42.5% to 49.0%.

In the CSI indicator at KS2, improvements can be seen for Traveller learners achieving 51.9% against 46.8% for the previous year's aggregated data, and for Gypsy and Gypsy Roma learners achieving 60.3% against 47.9% in the previous year's aggregated data. However both groups of learners remain below the all learner average of 86.2%. The performance of Black or British Black learners has increased from 78.3% to 80.4% overall at KS2.

The needs of minority ethnic learners are diverse. For some groups, including Chinese or Chinese British (79.8%), Pakistani (56.2%) and Indian (69.3%), performance is level with or above the all learner average in the Level 2 inclusive at KS4.

There is a clear risk of treating the learners supported by the previous Minority Ethnic Achievement Grant (MEAG) and the specific grant for the education of Gypsy and Traveller children (GT) grants as a single 'group' of learners, when in reality the needs of individuals and of different groups of learners who are classed as minority ethnic, or are Gypsy, Roma or Travellers vary significantly.

Regional approach

Due to the variance of learner needs, the limited and sometimes specialist expertise required, and the need for flexible deployment of resources, it is increasingly important that our central services work collaboratively and share good practice. A regional approach, as taken with school improvement can offer additional flexibility to direct support where it is needed. It is critical moving forward that we work better together to pool expertise and share excellent practice. That is a key part of the regional consortia role in delivering their school improvement services. In including the support for ethnic minority, Gypsy, Roma and Traveller learners in the new grant arrangements we are seeking to mainstream the service in the context of school improvement and the wider support structures available.

Prior to the introduction of the EIG, the support provided through the previous Minority Ethnic Achievement Grant and the Specific Grant for the education of Gypsy and Traveller children was provided to Local Authorities, each of which had established shared or individual Ethnic Minority Achievement Services and 19 of which had Traveller Education Services in place. Since the introduction of the EIG, whilst the overall level of funding provided through the grant has reduced, the flexibilities within the grant, including through the delegated and non-delegated elements, has continued to be used to support Minority Ethnic Achievement and Traveller Education Services and provide support for learners. We recognise the excellent work around Wales in supporting young people from minority ethnic and Gypsy, Roma and Traveller backgrounds.

Local government has confirmed that education remains a key priority and whilst the additional grant funding the Welsh Government provides is no longer ring-fenced, we have been clear that the needs of minority ethnic and Gypsy, Roma and Traveller learners are a priority.

The EIG has four overarching outcome objectives, which include improving education outcomes, including literacy and numeracy, at Foundation Phase, KS2, KS3 and KS4 for all learners in all settings. This includes for example those learner groups who are known to be at particular risk of underachievement for example, but not limited to, as relating to gender, or those with Additional Learning Needs, English and/or Welsh as an Additional Language, or from certain minority ethnic groups such as Gypsy, Roma and Traveller learners.

Estyn has recently inspected the regional consortia and a follow up inspection will be undertaken later next year. Estyn has identified areas for improvement including around demonstrating efficiencies and impact of action within the middle tier. The Welsh Government is investing an additional £100million in school standards over this Assembly term and I propose investing an element of that funding to support improved evaluation and planning for effectiveness in the middle tier.

Kirsty Williams AC/AM
Ysgrifennydd y Cabinet dros Addysg
Cabinet Secretary for Education



Llywodraeth Cymru
Welsh Government

Eich cyf/Your ref
Ein cyf/Our ref MA-P/KW/7427-16

Lynne Neagle AM
Chair, Children, Young People and Education Committee
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11 November 2016

Dear Lynne

Thank you for your letter dated 13 October requesting information in support of the Committee's inquiry into the Education Improvement Grant for Schools, and specifically in relation to the role the grant plays in supporting the educational attainment of Gypsy, Roma and Traveller and minority ethnic children. I look forward to attending the Committee meeting on 12 January 2017 to discuss this in further detail.

I have provided information to respond to your specific questions and requests for information, but it might also be useful if I provide some brief background and context to the establishment of the Education Improvement Grant for Schools (EIG) and our policy position on minority ethnic, Gypsy, Roma and Traveller learner achievement in Wales.

Background and context.

The EIG was introduced in April 2015 replacing 11¹ individual grants in a single, more outcome-focused arrangement. Linked to Qualified for Life, our strategy for the education of 3 to 19 year olds in Wales, the overarching aims of the EIG were to support improvements in the quality of teaching and learning; address learners' barriers to learning and improving inclusion; improve the leadership of educational settings; and improve the provision for learners and the engagement of learners.

¹ The 11 grants rationalised and forming the EIG were: 14-19 Learning Pathways Grant, School Effectiveness Grant, Foundation Phase Revenue Grant; Welsh in Education Grant; Minority Ethnic Achievement Grant; Specific Grant for the Education and of Gypsy and Traveller children; Lead and Emerging Practitioner Grant; Higher Level Teaching Assistants Grant; Induction Grant; Reading and Numeracy Support Grant; Additional funding for Band 4 and 5 schools grant.

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Rydym yn croesawu derbyn gohebiaeth yn Gymraeg. Byddwn yn ateb gohebiaeth a dderbynnir yn Gymraeg yn Gymraeg ac ni fydd gohebu yn Gymraeg yn arwain at oedi.

We welcome receiving correspondence in Welsh. Any correspondence received in Welsh will be answered in Welsh and corresponding in Welsh will not lead to a delay in responding.

There were a number of drivers to rationalise and simplify our grant funding arrangements, within education and more widely within Welsh Government, reflecting the needs of our partners. Robert Hill in his report on the future delivery of education services in Wales called for increasing financial flexibility and reducing the administrative burden for schools. The Williams Commission report highlighted the need to address the financial pressures on local government through the mass dehypothecation of grant funding and a focus on key outcomes rather than activity. Previous to this the PriceWaterhouseCoopers report and subsequent work of the Frontline Resources Review had outlined the need for action to reduce the administrative costs and bureaucratic burdens of funding on schools and local government.

The financial drivers were significant in a time when there were substantial and increasing pressures on Welsh Government budgets, including on education budgets, with year on year real terms decreases; managing the implications of the Nuffield report on health in Wales; protecting schools from the worst of the changes; and, in 2014-15, managing the impact of in-year reductions to the education budget.

Working with Local Authorities and the WLGA to seek to mitigate these pressures on schools and school services, the Welsh Government responded with the rationalisation of a number of individual grants which led to the establishment of the EIG. Local government had committed to pass on more of the funding they received directly to schools and with the introduction of the National Model for Regional Working, the EIG provided a means to support the regional delivery of school improvement services across Wales.

In March 2014 the Welsh Government published a policy statement, *Minority Ethnic Achievement in Education in Wales*² which outlined its position on enabling all children to achieve their full potential and sought to place minority ethnic achievement within the wider strategic framework governing education in Wales.

At the time, one in ten learners in Wales were from an ethnic minority background, contributing to the rich cultural, social and linguistic diversity we have and value. The Welsh Government was committed to unlocking every child's potential. This is still at the heart of Welsh Government's policies on education today and is reflected for example in my recent announcement to provide an additional £4.5million in 2017-18 as part of the significant funding available through the Pupil Deprivation Grant.

The Welsh Government remains committed to supporting the success of learners from all backgrounds. As the policy statement outlined in 2014, this vision is equally true for our minority ethnic learners who may need English and or Welsh language support or who may face risk of underachieving for other reasons. Prior to the introduction of the EIG, whilst there had been specific support for our minority ethnic, Gypsy, Roma and Traveller learners, this was, as now, in the context of a far greater investment in the wider school services which must contribute to our vision for all learners to have the tools and opportunities they need to access and embrace the full curriculum and to achieve of their potential. We are not there yet and there remains much work to be done. Over this Government term it is my priority to work to ensure that all of our children and young people have an equal opportunity to reach the highest standards.

2 *Minority Ethnic Achievement in Education in Wales*, Information document no: 132/2014, March 2014: <http://learning.gov.wales/docs/learningwales/publications/140327-minority-ethnic-achievement-in-wales-policy-statement-en.pdf>

I fully appreciate this will not be easy. In the 2014 policy statement, the Welsh Government recognised some of the challenges, with resources becoming constrained and with increasing demands on our existing services; the challenge was how we continue to build capacity in our services and classrooms to support our minority ethnic learners as they work towards their aspirations.

Policy decision to amalgamate the grants into the EIG.

1. Details of any impact assessment, particularly in relation to Gypsy, Roma and Traveller, and Minority Ethnic children made by Welsh government in advance of the decision to amalgamate the grants into the EIG.

Welsh Government officials undertook equality impact assessments in relation to the Minority Ethnic Achievement Grant and the Specific Grant for the Education of Gypsy and Traveller Children in August 2014 and these were updated in April 2015. These are published on the Welsh Government website³ along with a further impact assessment from June 2014, updated in April 2015, relating to the savings which were to be found from the Minority Ethnic Achievement Grant in 2014-15.

In addition to these specific impact assessments, as part of the budget setting process and submission of advice to Ministers to manage any budget pressures, consideration is given to the impact of funding levels on programmes and grants. The decisions made in relation to the rationalisation of grants and establishment of the EIG relate to the previous Government term.

2. Details of any other options considered before the decision to amalgamate the grants, including whether or not any of the grants could have continued as distinct grants.

A line by line review was undertaken in support of the Budget process. Subsequently a number of grants were identified for consideration by the then Minister for Education and Skills to include in the new arrangements which would result in the establishment of the EIG. I understand the grants were identified on the basis of their shared or related aims and outcomes. Two specific grants which remained under separate arrangements were the Schools Challenge Cymru grant and the Pupil Deprivation Grant funding. The Schools Challenge Cymru programme was provisionally a two-year programme and due to end in 2015-16. The Pupil Deprivation Grant was established as a consequence of agreement between the Welsh Liberal Democrat and Welsh Labour parties and on that basis deemed appropriate to keep under separate arrangements.

Specifically in relation to the Minority Ethnic Achievement Grant and the Specific Grant for the Education of Gypsy and Traveller Learners, by 2014-15 the grants had ceased to increase and remained static. The Welsh Government's policy statement published in March 2014 called for more innovative approaches, partnership working, closer links to school improvement service planning and delivery to ensure the services continued and to seek added value from the investment through the grant funding. Prior to the establishment of the EIG, consideration had been given to merging both grants for the 2015-16 financial year.

3 Equality Impact Assessments: <http://gov.wales/topics/educationandskills/publications/guidance/education-improvement-grant-equality-impact-assessments/?lang=en>

3. During the draft budget round of 2015-16, the then Minister said the new system should result in better outcomes for learners. Please provide any early evidence of this, in particular in relation to Gypsy, Roma and Traveller, and Minority Ethnic children.

The new arrangements were intended to simplify systems, reduce bureaucracy and enable a greater focus on achieving outcomes for learners with less resource spent on administering and managing the grants and less focus on recording the inputs and outputs at a national level.

It is too early to assess the impact of the new grant arrangements on the educational outcomes of Gypsy, Roma and Traveller and minority ethnic learners as the grant has only been in place since April 2015. The arrangements will take time to embed and we are confident that they are beginning to do so. The flexibilities offered through the EIG should enable Local Authorities, consortia and schools to target the funding at the areas of greatest need.

The Welsh Government collects data nationally on the performance⁴ of ethnic minority learners. The current published data includes the period 2015. We will publish updated information in January reflecting the pupil-level data by pupil characteristics which will include the period 2016.

The overall performance of learners has improved. The summer GCSE results have been provisionally verified and show that Wales maintained its high level of performance with an overall pass rate of A* - C of 66.6 per cent, consistent with the last two years and the highest level seen in Wales. Two thirds of all entries attained at least a grade C. In terms of the Level 2 inclusive threshold, 35.5 per cent of pupils eligible for FSM achieved the threshold. The attainment gap between pupils eligible for FSM and their non eligible counterparts is 31.2 percentage points and has narrowed once again, but clearly not enough.

Process of allocating funds and measuring value for money

4. An explanation of the way in which the EIG is allocated, including the role of regional consortia, local authorities and individual schools in delegating and targeting funding to improve education outcomes for Gypsy, Roma and Traveller, and Minority Ethnic children.

The EIG is allocated to regional consortia. Local authorities are required to provide an element of match funding to the grant, typically around £11million. In line with the governance arrangements agreed through the National Model for Regional Working, local authorities and consortia then agree the funding distribution of the grant and the priorities for spending at a regional and local level through their regional Joint Committee and Advisory Boards. Consortia have regional business plans in place, agreed through their governance arrangements, which take account of the total funding available to them and for schools to support school improvement.

⁴ Academic Achievement by Pupil Characteristics: <http://gov.wales/statistics-and-research/academic-achievement-pupil-characteristics/?lang=en>

A minimum of 80% of the EIG must be delegated to schools. A maximum of 1% of the EIG can be used on the administration and management of the grant. The balance can be used for example for further delegation to schools, targeted funds to schools, and regional and local provision for the benefit of schools. This can include support for the Minority Ethnic Achievement and Traveller Education Services. In some areas this is delegated directly to schools.

In determining the EIG grant allocations to consortia, the Welsh Government uses a funding methodology which reflects the allocation of the previous legacy grants to Local Authorities and consortia, but which is updated with the latest verified Pupil Level Annual School Census (PLASC) data. This was a deliberate decision to smooth transition to the EIG and to provide stability for Local Authorities, consortia and schools. Consideration was given to revising this approach and establishing a single funding methodology, however for stability the current method has been retained.

In determining how to distribute the grant, consortia will take account of their priorities within the region and individual local authorities. Given that needs vary across and within regions, the flexibility afforded by the EIG is important in supporting schools, consortia and local authorities to deliver against the intended outcomes of the grant and against their local and regional priorities.

For example, within the South East Wales Education Achievement Service area, the Gwent Ethnic Minority Service (GEMS) has operated on behalf of all of the local authorities in the former Gwent area for a number of years. It has a shared platform with the consortium and in the transition to the EIG, decisions were taken jointly by the five Directors of Education and the consortium Managing Director to protect and maintain support for the Ethnic Minority Achievement and Traveller Education Services.

As with the Ethnic Minority Achievement Grant previously, local authorities are able to delegate the funding they receive through the EIG to school budgets to enable schools to prioritise the form of support they need for their learners. Aside from in the South East authorities where a regional approach is in place, across Wales funding from the EIG is mainly passported to local authorities to manage their Minority Ethnic Achievement and Traveller Education Services. This mirrors the arrangements previously in place for the two dedicated grants where the Welsh Government directly funded the individual local authorities.

The total investment available to support learners at risk of underachievement, including those from minority ethnic, Gypsy, Roma and Traveller groups, is substantial when we consider all funding streams including the levels of support for English and Welsh as an Additional Language, the investment through the PDG, the EIG grant funding and most significantly the existing core funding for schools.

5. The amount of EIG that was allocated to, and subsequently spent by, each regional consortium and Local Authority in 2015-16, as well as allocations for 2016-17. Please could this information be broken down to show amounts allocated to specific interventions to improve education outcomes for Gypsy, Roma and Traveller, and Minority Ethnic children.

The regional allocations of the EIG are:

	2015-16	2016-17
CSC	£43,461,472	£41,358,670

ERW	£39,978,422	£38,078,607
GwE	£30,919,693	£29,398,348
EAS	£26,661,413	£25,446,375
Total	£141,021,000	£134,282,000

The principle drivers of the new arrangements were to simplify systems and better focus on outcomes rather than inputs and outputs, and reduce the cost of administering and managing the grant to ensure funding concentrated on delivery and improved outcomes for learners.

The EIG is a new grant and must continue to support the changing needs of our schools. This is important as we move towards bespoke curriculum and assessment arrangements for Wales. In conjunction with local government, the Welsh Government took the decision to remove the requirement to track grant expenditure by the themes of the 11 legacy grants. This was seen as a significant opportunity to reduce system costs at school, local authority and consortia level, and reflects the emphasis on outcomes not on tracking activity at a national level.

Therefore at a national level the Welsh Government does not collect data which identify how much of the EIG is spent on specific areas or themes within the overall grant, including on specific programmes and interventions. This information may be available or obtainable from regional consortia and local authorities.

6. Information about the Welsh Government's arrangements for monitoring the expenditure of the EIG in relation to Gypsy, Roma and Traveller, and Minority Ethnic children.

As outlined, the Welsh Government does not monitor the financial input through the EIG into the services which support groups of learners at risk of underachieving. The flexibility within the EIG arrangements better enable Local Authorities, consortia and schools to prioritise their funding to areas of greatest need. At school level we estimate there would be a significant system cost in tracking expenditure which supports the educational achievement of individual groups of learners, in particular when we consider these groups of learners may benefit from support from other funding streams including the Pupil Deprivation Grant. As a principle we have sought to reduce the administrative costs of the grant and increase the focus on delivery and outcomes.

7. Please provide details of any actual and projected cost savings that have arisen from this policy change.

The EIG reduced by around 9% in its transition from the existing 11 legacy grants and reduced by a further 4.7% in 2016-17. At the same time the costs associated with managing and administering the grant have reduced. In 2014-15 some of the 11 legacy grants capped administrative expenditure at between 3% and 5% of the grant. The Welsh Government set the maximum allowable administrative expenditure against the EIG at 1.5% in 2015-16 and reduced it to 1% in 2016-17. The reductions in system costs have enabled consortia, local authorities and schools to gain better efficiencies and value from the grant funding to offset at least in part against the overall reductions to the grant in previous years.

8. Information about any other financial benefits that have arisen as a result of this policy change.

At all levels, through schools, local authorities, consortia and Welsh Government, we estimate there are additional resource savings in terms of time. The reduction in the administrative arrangements as well as the requirement to use the now statutory school development plans rather than individual grant plans is estimated to have yielded significant time savings, in particular at school level.

There is a balance in ensuring accountability through the system. Placing the drivers for improvement for these groups of learners within the context of the wider school improvement services is an important factor in mainstreaming the needs of these learners and enabling them to better access support.

In Lliswerry high school in Newport for example we have seen how the school has taken a multi-layered approach with school improvement grant funding to put in place effective interventions to support all learners.

In relation to the support that consortia provide to schools, the use of the school development plan as a single planning tool should better enable challenge advisers to see the whole school needs in context and better challenge and support schools through their planning to delivery.

Evaluation

9. Any evidence that the amalgamation of the grant has resulted in better education outcomes for Gypsy, Roma and Traveller, and Minority Ethnic children.

As I have outlined earlier, it is too early to assess the impact of the new grant arrangements on the educational outcomes of Gypsy, Roma and Traveller and minority ethnic learners as the grant has only been in place since April 2015.

10. Details of the terms and conditions attached to regional consortia and local authorities' use of the EIG, particularly in relation to Gypsy, Roma and Traveller, and Minority Ethnic children.

Under the terms and conditions of the EIG, consortia are charged with improving educational outcomes for all learners in all settings including those vulnerable groups who are more likely to underachieve.

The EIG supports the strategic objectives in Qualified for Life, the Welsh Government's long-term vision for education for 3-19 year old learners in Wales.

The grant's terms and conditions specify the funding must be used to contribute to the delivery of the following broad requirements:
Improving teaching and learning;
Improving education outcomes, including literacy and numeracy, at Foundation Phase, Key Stage 2, Key Stage 3 and Key Stage 4 for all learners in all settings, including for example those learner groups who are known to be at particular risk of underachievement for example, but not limited to, as relating to gender, or those with Additional Learning Needs, English and/or Welsh as an Additional Language, or from certain ethnic minority groups such as Gypsy, Roma and Traveller learners; and
Improving outcomes for pupils in receipt of FSM and to narrow the gap between nFSM and eFSM pupils.

Qualified for Life is currently being refreshed and the terms and conditions of the EIG for future years will take account of this.

In addition to the standard terms and conditions of grants issued under Welsh Ministers, there are requirements around the level of delegation to schools, the level of eligible expenditure on administration and management, the use of School Development Plans and the requirement to work towards the Foundation Phase ratios.

11. Details of the outcome and outcome measures for 2015-16 and 2016-17 for Gypsy, Roma and Traveller, and Minority Ethnic children.

As outlined in the sections above, the purpose of this funding is to support consortia and the responsible authorities within each consortium, to improve educational outcomes for all learners. The EIG supports our national priorities for schools, including improved outcomes in literacy and numeracy and reducing the impact of deprivation on educational outcomes. These outcomes are supported by a range of key performance indicators and consortia detail their approach to school improvement in their regional business plans. In addition, an Education Performance Framework is being trialled this year. The Framework asks consortia, within the high level objectives identified under point 10, to highlight the main key performance indicators which support those outcomes and provide timescales and key milestones for delivery. These are linked to the full consortia business plans and should, moving forwards seek to better identify the additionality of the EIG over and above some of the core school improvement work consortia and schools undertake.

I am keen to see a direct link between the aims in Qualified for Life and documents related to it through to consortia business plans and to School Development Plans, to demonstrate that the grant funding is being spent in the most effective way in line with our shared priorities. Initiatives supported by the grant should be sustainable and in line with the intentions of the Well-being of Future Generations Act.

12. Details of the monitoring arrangements for adherence to the terms and conditions of the EIG, particularly the outcome and outcome measures, and the sanctions available to Welsh Government if they are not met.

The grant is outcome focussed. The activities and interventions funded by the grant and its outcome measures are monitored regularly by consortia challenge advisers and subject to termly review and challenge meetings, which are also used for monitoring performance and achievement of outcomes.

A closing end year report from consortia will include details of progress made throughout the grant period and an overall evaluation of the programme supported by case studies as appropriate.

There are a number of stakeholder groups and established relationships between Welsh Government, consortia and local authorities including regular meetings through ADEW and links to consortia subject leads. The Welsh Government provides secretariat for the Minority Ethnic Achievement Local Authority Group and the Gypsy Traveller Forum.

There is scrutiny, monitoring and assurance undertaken at a local and regional level through the agreed governance arrangements in the National Model for Regional Working. Consortia also undertake self-evaluation reports and updates on their business plans as part of their regional governance structures and accountability.

Estyn plays a role through the inspection of schools and Local Authorities, and also through their remit of consortia. Along with the national data the Welsh Government collects on

performance, there is a significant body of information which contributes to the understanding of the impact of Welsh Government grant funding, including the EIG.

Within the terms and conditions, Welsh Government officials may ask for any reasonable information as needed should there be specific lines of enquiry required outside of the relationships and mechanisms detailed above.

Whilst there are significant flexibilities within the grant, the grant is required to be audited at local authority level so any inadmissible spend is identified, which the Welsh Government may then recover. The Welsh Government can of course choose to remove the grant funding if it is not delivering the desired outcomes and it is worth highlighting that the grant funding should be additional. The duty rests with Local authorities to provide suitable education for all of their learners and this is mainly funded through the Local Government Settlement.

13. Welsh Government's "Minority ethnic achievement in education in Wales" information document says that it "will hold services to account for delivering improved learner outcomes". Please provide information on which services are held to account and how.

Under the terms of the previous grants the Ethnic Minority Achievement and Traveller Education Services submitted reports to the Welsh Government on the support provided through the grants. Under the structures in place for school improvement through the National Model for Regional Working and the EIG, the lines of accountability and reporting go via Local Authorities and consortia. Local Authorities and consortia are held to account by Estyn and the Wales Audit Office and through established mechanisms with Welsh Government, including through our Challenge and Review processes, the performance data we collect and publish and our relationships with ADEW who represent the Ethnic Minority Achievement and Traveller Education Services.

14. Information about specific interventions for which the EIG was used to improve education outcomes for Gypsy, Roma and Traveller and Minority Ethnic children in 2015-16? Please provide information on how the impact of such interventions is monitored.

The regional approach to the service taken in the South East Local Authorities through GEMS is a positive example of collaboration to ensure the needs of these groups of learners are protected. Consortia seek to capture and share best practice through their school networks and information is increasingly being made available online.

In 2015, Estyn published a case study on the excellent work being undertaken in Lliswerry primary school⁵ to improve the educational achievement of vulnerable groups of learners. Lliswerry high school has also had success around its EAL provision and community engagement, specifically with the Roma community. I understand the school has had its first Level 2 success with Roma learners this year and there have been strong improvements in attendance.

The Pembrokeshire Gypsy Traveller Education Service, based in Monkton Priory CP School has 30% learners from the Gypsy and Traveller community. Over 50% of Gypsy and Traveller learners in Pembrokeshire are enrolled in the school.

⁵ Lliswerry Primary School Estyn case study: <https://www.estyn.gov.wales/best-practice/successfully-supporting-disadvantaged-learners-helps-boost-achievement>

Estyn's inspection of the school April 2016 stated:

The school is a beacon for lifelong learning in the community. For example, the partnership work that has enabled parents, staff and other members of the community to develop new skills and qualifications at the school is a significant strength. Through this work, the school has been innovative in establishing outstanding links with the Gypsy and Traveller community. The wide range of courses, including basic skills courses for parents, GCSE and a degree course offered at the school has brought the community into the school. This has ensured a vibrant learning environment that provides high aspirations for all and has provided parents and carers with the skills to help their children. Three Gypsy and Traveller former learners now working as Learning Support Assistants in Pembrokeshire have gained a BA in Social Inclusion and Social Policy.

The Welsh Government has also worked with Show Racism the Red Card and developed a bi-lingual toolkit which provides information and activities to help settle Gypsy, Roma and Traveller learners in school. It was developed in consultation with members of the Gypsy, Roma and Traveller communities and is available via the Hwb network. It is designed to help remove barriers, promote understanding, and create a welcoming, inclusive school experience. The toolkit complements Travelling Together – a suite of resources published on Learning Wales in 2014, to promote the integration of Gypsy and Traveller culture into the national curriculum.

I trust the information provided is helpful to the Committee's inquiry and I look forward to discussing this with the Committee in January.

Yours sincerely

A handwritten signature in cursive script, appearing to read 'Kirsty Williams'.

Kirsty Williams AC/AM

Ysgrifennydd y Cabinet dros Addysg
Cabinet Secretary for Education

Agenda Item 3

By virtue of paragraph(s) vi of Standing Order 17.42

Document is Restricted



Llywodraeth Cymru
Welsh Government

Lynne Neagle AC / AM Cadeirydd / Chair
National Assembly for Wales
Children and Young People's Committee

21 December 2016

Dear Lynne

I would like to thank the Children, Young People and Education Committee for reviewing the implementation of Professor Graham Donaldson's Review report *Successful Futures: Independent Review of Curriculum and Assessment Arrangements in Wales*.

I would also like to thank you for your letter dated 8 December which highlights some of your emerging findings ahead of my evidence session on 12 January.

I am committed to ensuring that all children and young people reach their full potential in education. I was fully supportive of Professor Donaldson's *Successful Futures* when it was published in February 2015 and my views have not changed. Our education system must be about providing children and young people with the skills, knowledge and attributes they need for the modern world, to enable them to compete and succeed for their own benefit and for the benefit of Wales.

Education reform is our national mission with the development of a new and bespoke curriculum for Wales and new assessment arrangements. My focus is on ensuring that the education reform programme is implemented well and in a timely way, learning from what works in Wales and across the world. As we take this agenda forward, I am determined that we will keep the child at the centre and develop a broad, balanced, inclusive and challenging curriculum.

My responses to the questions outlined in your letter are detailed below:

Does the Cabinet Secretary have a strategy to ensure that the vision set out in Successful Futures is fully translated into implementation?

On 22 October 2015, the plan to take forward *Successful Futures - A Curriculum for Wales, A Curriculum for Life* was published. The plan sets out the scale of the challenge and breaks this down into eight building blocks, outlining what needs to happen, when and who is involved. The eight building blocks are:

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Rydym yn croesawu derbyn gohebiaeth yn Gymraeg. Byddwn yn ateb gohebiaeth a dderbynnir yn Gymraeg yn Gymraeg ac ni fydd gohebu yn Gymraeg yn arwain at oedi.

We welcome receiving correspondence in Welsh. Any correspondence received in Welsh will be answered in Welsh and corresponding in Welsh will not lead to a delay in responding.

- **Embedding the four purposes** of the curriculum fully in the learning and experience of all children and young people in Wales, whatever their school or educational setting.
- **Creating a new curriculum** encompassing Areas of Learning and Experience (AoLEs), achievement outcomes and progression reference points.
- **Extending and promoting learners' experiences** so that the curriculum is rich as well as being inclusive, broad and balanced.
- **Developing our cross-curriculum responsibilities** by designing a digital competence framework while maintaining momentum in respect of literacy and numeracy.
- **Enabling the Welsh language to thrive** to ensure that those who speak Welsh or acquire the language early can follow all aspects of the curriculum through the medium of Welsh, and those learning the language can progress towards using the language confidently in different contexts.
- **Developing a new assessment and evaluation framework** that prioritises assessment for learning and aligns assessment arrangements with the four curriculum purposes and the achievement outcomes within each AoLE.
- **Building the capacity of all practitioners and leaders**, including the ability to reflect on and evaluate their own practice, to design and create a relevant, challenging and stimulating curriculum, and to apply appropriate pedagogical principles and practice.
- **Establishing a constructive and robust accountability system** that supports the four purposes.

To support delivery, robust governance arrangements have been put in place by my officials, the Pioneer Schools Network has been established, our key partners are working in collaboration and a more detailed timeline has been published for the development of the new curriculum.

There are four key strands to the design and development of the new curriculum. These are: -

- Strand 1 – selection, induction and preparation of the Pioneer Network. The Pioneer Network and the all-Wales partnership to agree their programme of work which will define the timelines for Stages 2 to 4.
- Strand 2 – design of framework and principles for each Area of Learning and Experience (AoLE), including progression reference points and achievement outcomes.
- Strand 3 – developing the content of each AoLE; checking and reviewing with other schools and curriculum experts (taking national and international evidence and research into account) – supported by robust quality assurance processes.
- Strand 4 – Further trialling in Pioneer Schools, refinement of each AoLE (including curriculum and assessment arrangements), development of support (e.g. guidance, resources, professional learning) and preparation for release of AoLEs.

Strand 1 is nearing its completion which has included the development of high level strategic principles for those working on Strand 2 to take account of. This month working groups to design the AoLEs will be established. This will be a few weeks later than the original timeline, however, this reflects the fact that we listened to the sector, identified additional Pioneer Schools to provide breadth within each AoLE and have established the Curriculum and Assessment Group which brings Welsh and international expertise to inform our curriculum and assessment developments.

Building on this and the progress we have made to date I will also be publishing our refreshed vision and strategic plan for education in spring 2017. This will outline clearly our

plans for the next five years, including how we will continue to implement Successful Futures.

How will the Cabinet Secretary ensure that there is clarity as to what the new curriculum and assessment system will actually look like to individual school leaders, teachers and the wider workforce, and how the different elements will all fit together?

As we set out in *A Curriculum for Wales*, we are designing and developing our new curriculum arrangements with practitioners at the centre through Pioneer Schools. The model for this approach was developed and agreed with regional consortia, Estyn, WLGA and Professor Donaldson.

Pioneer Schools working on curriculum design formally started their work in April 2015, following a short series of induction events. Up to now, they and other key partners have been considering high level strategic options and principles; working towards an agreed view of what the overall architecture of the new curriculum should look like. This part of the development process is critical and Professor Donaldson himself has emphasised how important it is that we do not rush this.

A key lesson from the development of the Digital Competence Framework (DCF) is that identifying and agreeing these high level strategic options can take time and that once they have been agreed, progress can be remarkably swift. I'm the first to acknowledge, however, that the development of the DCF was a considerably smaller piece of work than the development of the new curriculum and related assessment arrangements. There are, however, some similarities between both processes and it is important that we recognise and build on the learning gained from the development of the DCF.

As Strand 2 progresses and the curriculum and assessment arrangements are beginning to take shape, we will move to a new phase of engagement to ensure that all our stakeholders, including teachers, leaders and the wider workforce, understand what it is likely to look like and how it will fit together. Working with and through Pioneer Schools and regional consortia we will share documents with schools and stakeholders as early in the development process as possible. We will seek their views on the emerging curriculum structures and assessment arrangements so that our new curriculum is genuinely one which reflects the views and has buy-in from the profession. In that way schools across Wales will have the opportunity to engage with the development of the new curriculum and assessment arrangements.

Reforming the curriculum and assessment arrangements are only one part of our national mission to reform education in Wales. Without good teachers, there cannot be good schools. This is why our refreshed strategy will set out clearly our plans for the next 5 years, and everyone's role within our national mission of improving education in Wales.

What is the Cabinet Secretary doing to ensure that there is sufficient clarity in the role of Pioneer Schools and what is expected from them?

Although the specification that accompanied the application form to become a Pioneer clearly defined, in general terms, what would be required of them, I accept that some Pioneers have, at times, felt unsure of what has been expected of them.

The Pioneer model represents a new approach to curriculum design and one which places a level of responsibility on the Pioneers themselves to lead on aspects of the development process. As a consequence, it has understandably taken time for all involved to understand

their different roles and responsibilities. It has taken time to move away from a top-down approach and to adjust to one that is becoming increasingly co-constructive. I am very appreciative of the hard work of Pioneer Schools and the valuable contribution they are making to the development of a new curriculum in Wales. They are critical to this success of this work.

I think it is also appropriate to acknowledge that the development of the high level strategic principles (Strand 1) includes work, such as research and discussion of critical questions. This type of work is not quite as tangible as the development of the Digital Competence Framework as a defined product.

To ensure that we learn lessons as we develop the new curriculum we are undertaking an evaluation which will provide evidence about how the Pioneer Schools model is working in practice and what improvements could be made. The final report is due at the end of 2017. In addition, the evaluation will look to provide real-time feedback on how the Pioneer Schools model is working during the design and development phase.

As we move into Strand 2 of the development process, that of developing the AoLEs, we will reflect and act on what we have learnt from the Strand 1 and adjust the process accordingly. The objectives for Strand 2 will be discussed and defined with the AoLE practitioners during their first meeting on 17 and 18 January 2017. I would expect Pioneers to feel that they are clearer about what is required of them than may have been the case for Strand 1. I will be asking my officials for early feedback on this.

How can the Cabinet Secretary ensure that the demands on Pioneer schools from their work on curriculum design, including spreading good practice or keeping non-pioneer schools informed of progress, do not adversely impact on their own teaching resources?

The specification accompanying the application to become a Pioneer School set out the anticipated time commitment associated with becoming a Pioneer and the level of funding which would be available to support them. This funding was granted largely to enable schools to ensure appropriate arrangements are in place to release practitioners for up to two days per week to work on curriculum design and development.

Applications to become Pioneer Schools were considered by a National Panel which included representation from Welsh Government, the regional consortia, Estyn and the Welsh Local Government Association (WLGA). The Panel was asked to consider each school's application and comment on their suitability to perform the role. Schools' capacity to become Pioneers, without this additional commitment adversely affecting their existing teaching and learning responsibilities, was considered by the panel.

I appreciate that the Pioneer Schools model is a new way to develop a curriculum and as acknowledged earlier it has taken time for all parties to move to this co-constructive approach. Whilst the benefits make it worth it I understand that it can be difficult to gauge and fully plan for the work involved. With that in mind when Pioneers have been unable to attend meetings because of extenuating circumstances, my officials have done their utmost to be sympathetic and accommodating.

Pioneer Schools have been encouraged to keep partner schools updated on progress in developing the new curriculum. Many have also sought views from partner schools about specific matters through various means. Regional consortia have an important role in supporting Pioneer Schools to enable information, ideas and the latest thinking to be shared with all schools across Wales.

To keep the sector up to date on progress from a national perspective we have used many channels including the website, publishing an overarching narrative about what, why, how and the timescale of the changes being made including two animated explainers; Dysg, twitter, stakeholder newsletters and a blog. In addition regional consortia have held meetings and shared information via their normal channels.

What is the Cabinet Secretary's view on the implementation timetable? Can you provide an update on progress against the first two strands of the Plan for curriculum and assessment design and development (Strategic Design and High level Design)? Are you confident that implementation will meet the timescales set out?

The focus of Strand 1 of the curriculum design process has been on strategic design. To take this work forward, four groups of Pioneers have been working with Welsh and international experts to develop the following aspects of the curriculum framework:

- Assessment and Progression
- Cross-curriculum Responsibilities
- Enrichment and Experiences
- Welsh Dimension, International Perspective and the Wider Skills

These working groups have met regularly since being established in April 2016. Recently they have produced and discussed progress reports with the Curriculum and Assessment Group, who provided feedback. Membership of this Group consists of curriculum and assessment experts and practitioners with Welsh and international expertise. As well as identifying next steps in their work, these progress reports contain proposals and recommendations for Strand 2 working groups to consider when developing each of the six Areas of Learning and Experience (AoLEs) outlined in *Successful Futures*.

As I stated previously the Strand 2 working groups have now been agreed and will meet for the first time at a national event on 17 and 18 January. Representatives from the Pioneer Schools, working with Welsh Government, regional consortia and Estyn will agree how they will take forward the work of developing the following AoLEs:

- Expressive Arts
- Health and Well-being
- Humanities
- Languages, Literacy and Communication
- Mathematics and Numeracy
- Science and Technology

The main focus of Strand 2 will be on developing the structure and scope of each AoLE, before content is developed further at Strand 3. Detailed development plans will be published in due course.

There is no change to the agreed long term timeline set out in *A curriculum for Wales*. I anticipate that as the new curriculum becomes available schools will have some flexibility in determining how and when they begin to use it. Some schools may be ready to start this transition very quickly, others will want to take longer. If that is the case we will consider whether it is appropriate to disapply or modify some or all of the current curriculum requirements to facilitate that at the time. It is too early to say at this stage whether that will be necessary but the issue will be kept under review. However, our aim is that the new curriculum and assessment framework will be used to underpin learning and teaching from September 2021.

How is the Cabinet Secretary working to ensure that all involved in the implementation are clear about what needs to be implemented, by when, and in what form?

As you noted in your letter, this is an iterative process. Our plan *A Curriculum for Wales* contains a section under each building block that outlines what needs to happen, when and who is involved.

This plan will be refined and developed over time. This information will be made available through all our usual channels. My officials will work closely with regional consortia to ensure that information is shared with schools and settings.

As the programme develops my officials will also continue to work with other key stakeholders to ensure that they are clear about progress and next steps.

How will you be monitoring progress over the next few months in particular, which Professor Donaldson described as a 'very critical period' in terms of increasing the pace of curriculum design?

To monitor the progress of curriculum design and development, the following governance arrangements have been established:

- **Independent Advisory Group** – chaired by Professor Graham Donaldson – provides expert, independent advice and assurance to the Cabinet Secretary for Education and programme team regarding delivery and direction of travel.
- **Change Board** – chaired by the Deputy Permanent Secretary, Education and Public Services – oversees delivery and co-ordination of the three elements of the reform programme (Successful Futures, Teaching Tomorrow's Teachers and Professional Learning) across the wider education sector.
- **Strategic Stakeholder Group** – chaired by the Programme's Senior Responsible Officer – ensures engagement and active participation with a wide range of interest groups and key stakeholders
- **Programme Board** – chaired by the Programme's Senior Responsible Officer – oversees implementation, manages programme finances and ensures that policy decisions are taken to support delivery

These groups will play a key role in monitoring the progress of the programme in the coming months. The Curriculum and Assessment Group referred to previously will also provide

expert advice and support, considering proposals developed by the Pioneer Schools and offering suggestions on further development work.

In addition, Welsh Government officials will be meeting regularly with regional consortia and Estyn representatives to ensure that the development process is kept on track during this key period.

Can you provide more detail on how the introduction of the curriculum will be phased between 2018 and 2021? Will there be different legislative requirements on different schools, meaning pupils will be studying different curricula? How will this affect the qualifications they take?

As noted in *A Curriculum for Wales, A Curriculum for Life*, the ambition is that schools and settings across Wales will be using the new curriculum to support learning and teaching from September 2021.

During the period between 2018 and 2021 (the non statutory period) it will not be compulsory to use the new curriculum framework. The intention is that the new curriculum framework will become compulsory from September 2021 onwards. The period between 2018 and 2021 will allow schools and settings to gradually familiarise themselves with the new curriculum and assessment arrangements and to plan for its use. It also provides time for practitioners and schools to identify their support needs and to take part in professional learning so that they can realise the benefits of the new arrangements.

This timeframe also provides flexibility for schools and settings to determine how and when they begin to apply the new curriculum framework. As per the current arrangements with the Digital Competence Framework, which has been available since September 2016, there will be opportunities during these three years to provide feedback on the new curriculum framework thus allowing further iterations prior to its full use in 2021.

Currently, there is no plan to make any changes to the current law that would lead to different legislative requirements for different schools in terms of the delivery of the curriculum between now and 2021. However, as noted above, some schools may be in a position to begin using the new curriculum sooner than others. Therefore, this will be kept under review as the policy develops and I may wish subsequently to disapply or modify the requirements of the Education Acts in order to facilitate the use of the new curriculum. As Cabinet Secretary, I will keep the Committee advised of developments in that respect.

As the curriculum is developed my officials will work closely with Qualifications Wales to ensure the qualifications available to young people align with the new curriculum and assessment arrangements.

What is the Cabinet Secretary doing to resolve any tensions or misunderstandings between different approaches to whether the assessment framework needs to be clarified before the new curriculum can be developed?

We have learned from the development and implementation of the *Curriculum for Excellence* in Scotland and from reform in other parts of the world that adding “bolt-ons” and adopting a piecemeal approach to system change does not work.

Curriculum and assessment are interdependent and must be viewed as a package that requires close coordination. Curriculum and assessment, or teaching and learning, are two sides of the same coin; how progress in learning is conceived and represented is influenced by issues relating to *content* and to *structure*. They will be developed together.

As part of learning from other reforms, I have brought together a group of highly regarded experts in curriculum planning and assessment to work alongside and in support of the Pioneer Schools Network. As I stated earlier the members of the Curriculum and Assessment Group have national and international experience of educational reform. Their role is to inform and assist with the design of the new curriculum and assessment framework; to ensure that the new curriculum remains true to the principles in *Successful Futures*; and, to support the implementation of proposed reforms set out in *A Curriculum for Wales: a Curriculum for Life*.

The Curriculum and Assessment Group have worked with the Pioneer Steering Group, which included representation from the four Strand 1 working groups, and have agreed the importance of developing the curriculum and assessment in tandem.

In addition my officials regularly meet the Trades Unions, and work closely with regional consortia on all matters relating to assessment and curriculum. We will ensure that developments are reported through these and the other channels mentioned above as the reform agenda progresses.

How will the Cabinet Secretary ensure that the shift away from using assessment for school accountability purposes and towards using it to inform teaching and learning (as recommended by Professor Donaldson) is put into practice?

Successful Futures sets out some 23 recommendations relating to assessment and accountability. Crucially future assessment arrangements will give priority to using assessment as a means to inform better teaching and learning. This will be a move away from the Welsh Government gathering information about children and young people's performance on a school-by-school basis for accountability purposes.

I recognise there is some way to go to realise the philosophical and practical shift recommended by Professor Donaldson away from using assessment for school accountability purposes and towards using it to inform teaching and learning. My officials will continue to work with and through Pioneer Schools and our expert Groups to take this forward. In addition they will work to find ways to change the perception that the current system inhibits the capacity of schools to get on and innovate, and even to fulfil their role as a Pioneer.

What is the Cabinet Secretary doing to ensure that work on curriculum and professional learning are successfully developed in tandem?

It is important that all teachers and practitioners receive the right support, at the right time. The focus on and development of professional learning is crucial as we design our new curriculum and assessment arrangements to establish a high status education workforce.

Establishing a national approach to professional learning from initial teacher education and taking account of the whole professional career pathway will be essential. This will need to be embedded in a self-improving school system, with evidence-based practitioner research, to develop a professional workforce with the knowledge and skills they need to develop every learner's full potential. Our ultimate aim is to embed a system wide professional

learning culture, building capacity in all schools in Wales to empower every teacher to lead their own professional learning.

To ensure that professional learning opportunities are developed by practitioners for practitioners, a network of Pioneer Schools is leading on the development of a national approach to Professional Learning. This approach will align with career development milestones to ensure access to the highest quality professional learning at all stages of the career continuum.

During the last 12 months the professional learning Pioneers have focussed on identifying immediate pedagogical and leadership requirements that can be taken forward now in readiness for the new curriculum. Initial priorities identified by practitioners include digital competence, leadership development and assessment for learning. Regional consortia are developing plans to ensure that these priority areas are taken forward.

Pioneers are also working together to pilot the new Professional Teacher Standards, develop the professional learning approach for Digital Competence and, with the OECD, to develop schools as learning organisations.

What action will the Cabinet Secretary take to ensure that young people in the current school system are not adversely affected by being caught between two, quite different, versions of curricula.

In *A curriculum for Wales: a curriculum for life* we recognised that some schools may be ready to start using the new curriculum framework earlier than others. The time between the framework becoming available and using it to support learning and teaching provides schools with time to prepare and to mitigate the risk you have identified.

During the design phase of the AoLEs we will work with Pioneer Schools and Qualifications Wales to reflect on what these changes may mean for learners who are part way through a course of study leading to a qualification.

The committee may be aware that there is a well-established approach adopted by the qualifications regulators to maintaining stability in qualifications outcomes when a new GCSE or an A level is introduced. This is known as ‘comparable outcomes’ and the principal aim of the approach is to ensure students taking new qualifications are neither advantaged nor disadvantaged compared to those who took the legacy qualification. We anticipate that such an approach will be adopted when the new qualifications are awarded.

How will the Cabinet Secretary decide what is included in legislation, have you considered what the right balance should be? When will such decisions need to be made?

Our approach to legislation will be based on the principles underpinning *Successful Futures*, the policy that emerges from the work of the Pioneers, including good practice taken from other countries, as well the Welsh Government’s policies on the rule of law and good law. We have begun to look at aspects of legislation to understand the current provisions and their relevance to the reforms. This work will continue as the strands of work led by the Pioneers proceeds.

At this point it is difficult to predict the outcome of the Pioneers’ work and I would be reluctant to speculate on their findings in my reply to the Committee. However, the direction given to us by Professor Donaldson is that legislation should be used lightly, with a preference instead upon the use of guidance where needed to underpin teaching. This

reflects a significant change to the level of direction and prescription provided through the current national curriculum model.

Professor Donaldson's evidence to the Committee outlined the tension that can exist in providing freedom for our practitioners to use their professionalism and creativity to meet the needs all learners, versus the need at times to give certainty through the law. The model outlined in *Successful Futures*, and one we would wish to follow, is based on the principle of subsidiarity. Moving to this system will require a change of mind-set on the part of practitioners and wider stakeholders. Nevertheless, it is an approach to which the sector has shown undoubted enthusiasm that I hope our legislative proposals will satisfy.

We will begin to test aspects of the legislative proposals with the Pioneers and stakeholders as curriculum design work proceeds.

What influence does Wales' performance in PISA have on the development and design of the new curriculum and how much of a factor is this in deciding what children and young people should be learning in school?

The 2014 OECD report on *Improving Schools in Wales* concluded that current assessment and evaluation arrangements are unsatisfactory and *Successful Futures* makes numerous references to that report. It recognises the OECD's findings and acknowledges that '*the disappointing performance of Wales in successive PISA surveys has been and remains a significant driver for change*' (p.10).

The purposes of the new curriculum are set out in terms of the positive outcomes we wish to achieve for our children and young people in their education. It seeks to achieve more than a rise in PISA scores.

In order secure those positive outcomes, however, the new curriculum and assessment arrangements will, as proposed in *Successful Futures*, place a significant emphasis on the application of skills to real life contexts. This will align with PISA, which also tests how well students can apply the knowledge and skills they have learned at school to real-life challenges.

As a consequence of this alignment, I expect that the introduction of the new curriculum and assessment arrangements will have a positive, long term effect on our PISA outcomes.

In the context of curriculum reform, early findings from the OECD's visit in November have indicated that many things now in place are putting Wales on a more promising track. We know from international evidence that major reform takes time to work through the system and those countries that have stuck to the course have reaped the dividends some fifteen years down the line.

How will the Cabinet Secretary ensure that strong, strategic leadership and direction is provided for the development and implementation of the Donaldson recommendations?

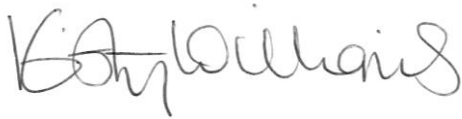
I have made it clear that education reform is our national mission. The goal of this mission is a world-class education system geared to equip our children and young people to thrive amid the challenges and opportunities of the 21st Century.

I believe that we are collectively ready for this challenge and the OECD has recently confirmed to me that we are on the right track and need to continue on this path. In line with this I will be refreshing our strategic delivery plan, *Qualified for Life*, with a view to

publishing a revised document in the spring. It is important that we do this in order to ensure that everything we are doing in education is suitably aligned with and supportive of our reform agenda.

Over the coming months I will be reaffirming and re-emphasising, with all of our key delivery partners, our collective leadership role in delivering the vision that Professor Donaldson provided and that we have all agreed and committed to.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Kirsty Williams', written in a cursive style.

Kirsty Williams AC/AM

Ysgrifennydd y Cabinet dros Addysg
Cabinet Secretary for Education

Agenda Item 4

By virtue of paragraph(s) vi of Standing Order 17.42

Document is Restricted



Our Ref: CS/KD

12 December 2016

By Email

Lynne Neagle AM
Children Young People and Education Committee

Dear Chair

TOGETHER FOR CHILDREN AND YOUNG PEOPLE PROGRAMME

Thank you for inviting us to attend the Children, Young People and Education Committee on 24 November 2016 and your subsequent letter of 7 December.

As we highlighted at the meeting, '*Together for Children and Young People*' (T4CYP) is making good progress in delivering a whole systems approach to emotional health and wellbeing and not just CAMHS, but we have significantly more to do.

In your letter you asked for clarification on the new CAMHS targets. In response to your questions we can confirm that:

- The current target for referral to treatment is 28 days. This brings CAMHS in line with the target for adult mental health services.
- Statistics against the new waiting times targets of 48 hours for urgent specialist CAMHS assessments and 28 days for routine assessments are not yet routinely published. We understand that Welsh Government policy officials are requesting that NHS Stats change their reporting systems. Such a change has to be agreed by the Wales Information Standards Board, a process we understand is being worked through. We are able to interrogate the current data to show individual weeks and use the 4 week position to report against the new 28 day target for routine assessments. The total number waiting 28 days from June to September 2016 has decreased by 42% (106 to 62).
- Both the 48 hour urgent and 28 day routine targets you cite in your letter refer to referral to assessment. The latter again brings CAMHS in line with the requirements for adult mental health. All health boards tell us that they are now meeting the 48 hour target and that those who are not doing so already, will achieve the 28 target by April 2017.
- The neurodevelopmental data is no longer reported within the CAMHS statistics and is being included within the revised routine reporting arrangements outlined above. As we mentioned at the session, this brings neurodevelopment in line with the rest of paediatrics. Welsh Government policy colleagues are monitoring progress towards this target. All health boards have confirmed will deliver this during the course of 2017.

During the session we also agreed to provide additional information on the wider work of T4CYP. This is outlined below, with the relevant documents attached

Making Sense and our You Said We Did Report

During 2015, mental health charities Hafal, Mental Health Foundation, Bipolar UK, and Diverse Cymru completed a consultation with children and young people to consider how mental health services in Wales could be improved. The results were published in the *Making Sense Report* (attached 1), highlighting 10 recommendations for improvement. We have taken these into account in remodelling services. Our *You Said We Did* report (attached 2) demonstrates how we are listening and acting upon the issues raised by all children and young people and not just those who use Child and Adolescent Mental Health Services. This was widely shared through our close links with the Children's Commissioner's office, Children in Wales and the High Needs Collaborative.

The All Wales Baseline Variations and Opportunities Audit Report 2016

The report (attached 3) provides the most comprehensive audit of specialist CAMHS to date, outlining current service models and provision. It highlights variations in Welsh service and identifies both areas for improvement and good practice for health boards to adopt. Recommendations from the first report are informing the work of our specialist CAMHS work stream.

CAMHS National Benchmarking 2016

All health boards submitted CAMHS data in the 2016 NHS UK wide Benchmarking Exercise. A facilitated event was held on 29 November providing health boards with the opportunity to look at the benchmarked data, review changes over the past 12 months and look at the position across Wales and in comparison with the rest of the UK. We are awaiting a final report from NHS Benchmarking UK which we will forward to you upon receipt.

North Wales Adolescent Services In-patient Unit

Following your questions at the session we asked for a report from the Welsh Health Specialised Services Committee (WHSSC) as the commissioner for Tier 4 in-patient services. Their report (attached 4) outlines the latest position on the North Wales Adolescent Services in Abergele.

I hope that this provides the Committee with the additional information it requires. We will ensure that members are kept up to date with our work through our regular newsletters which will be sent to the Committee clerk for circulation.

If you have any queries or issues requiring further clarification, please do not hesitate to contact me.

Yours sincerely



Carol Shillabeer
Chief Executive Powys teaching Health Board/Chair of T4CYP Programme

Cc: Siân Stewart, National Director for Mental Health/Programme Director T4CYP

Enc:

1. *Making Sense Report*
2. *You Said We Did Report*
3. *All Wales Baseline Variations and Opportunities Audit Report 2016*
4. *North Wales Adolescent Services Report*



A report by young people on their well-being and mental health

A response to the 'Together for Children and Young People' Programme

January 2016

First, let us introduce ourselves...

We are Mair Elliott and Jake Roberts. We have both used Child and Adolescent Mental Health Services (CAMHS) in Wales. This is our report.



Mair Elliott, 18

Aged 14, Mair began suffering from anxiety and depression. As her illness worsened, she developed psychosis and regularly self-harmed.

She needed hospital care, but the only available bed was in London, six hours from her home in Pembrokeshire.

Now 18, Mair campaigns to improve CAMHS, and became a Hafal Trustee in autumn 2015.



Jake Roberts, 22

Jake first saw CAMHS after being hospitalised when he was 17. Despite numerous attempts to access services, he only received help after entering crisis.

Diagnosed with Borderline Personality Disorder, Jake feels stigmatised by a diagnosis he believes will hinder him for the rest of his life.

Now 22, Jake is keen for lessons to be learnt from his experience to improve the lives of future CAMHS users.

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Summary

With referrals to Child and Adolescent Mental Health Services (CAMHS) in Wales increasing over 100 percent from 2010 to 2014¹, and experts saying the service is ‘in crisis’², we are calling for change to address the over-referral of children and young people to CAMHS.

Over-referral to CAMHS is having disastrous consequences for children and young people in Wales. Our consultation, involving over 500 people, found that three-quarters of CAMHS users have a negative experience of the service. Less than half said the service helped them get better and move on. CAMHS needs to change.

As children and young people, we want support from the people we trust. CAMHS users said that given the chance, they would prefer to receive support from friends, educational counselling services and teachers.

We are calling for non-mental health professionals; teachers; school, college and university counselling services and youth groups to share the responsibility for the majority of children and young people’s emotional needs and overall development. Specialist CAMHS should support the much smaller numbers of young people with the highest needs.

To achieve this, strict referral criteria must be enforced, emotional intelligence and healthy coping mechanisms need to be taught in schools, and an absolute timescale for referrals must be introduced.

This will reduce waiting times for the most severe cases who need specialist CAMHS, and ensure that young people receive support that is appropriate to their needs - at the earliest possible opportunity.

Children and young people face many challenges growing up, but we should be wary of labelling these ‘mental illness’, diagnoses they live with for the rest of their lives.

We must not medicalise growing up.

Key data

- Three-quarters of CAMHS users have a negative experience of CAMHS
- Less than half of CAMHS users agree that the service helped them get better and move on
- But, 75 percent of CAMHS users said that the service was friendly and approachable
- 56 percent of CAMHS users would prefer to turn to friends, 44 percent would prefer to turn to education counselling services and 39 percent would prefer to turn to teachers

Our recommendations

1. Expand and/or create high-quality support provided by non-mental health professionals
2. Don’t medicalise growing up
3. Reform CAMHS’ referral systems
4. Embed emotional intelligence and healthy coping mechanisms into the curriculum
5. Introduce an absolute timescale for referrals
6. Review practice within CAMHS
7. Reorganise the transition to adult services
8. Improve data collection and accountability
9. Support carers
10. Listen to young people

You can find our recommendations in full on page six.

Why we're writing this report

Like most other users of Child and Adolescent Mental Health Services (CAMHS), we have had both good and bad experiences. We have met caring professionals doing their best but we have also been let down by delays and inconsistency in support which has made us and our families fearful about whether we could cope.

But, we are not defined by our mental health problems. Like all young people* we are most concerned about growing up to be happy and successful. We need supportive family and friends, good schools and colleges which see education in its broadest sense - not just academically but with first class pastoral care that can help when we get into difficulty; we need good GPs and other primary care staff who can help us with physical and mental health needs.

Along the way a few of us have problems which require specialist help from mental health services. When that need arises we need it quickly and we need it to be effective so that we don't hold up our education or lose touch with what other young people are doing.

Because we feel passionately about this we have been campaigning to improve services. In May 2014 we and two other young people, Rosie and James, gave evidence on our experiences of CAMHS to the National Assembly for Wales 'Children and Young People Education Committee'. Our evidence was described as some of the most powerful the Committee had ever heard and was reflected in their report 'Inquiry into Child and Adolescent Mental Health Services (CAMHS)'³.

In December 2014 we met the Health and Social Services Minister, Mark Drakeford AM, to discuss our experiences alongside the then Children's Commissioner for Wales. And, in November 2015 we discussed our current campaign with the new Children's Commissioner for Wales, Professor Sally Holland. We have also appeared on television and in the press to share our ideas.

Over the last year we have been working with partners in the Making Sense initiative, which aims to respond to the Welsh Government's challenge to improve mental health services for children and young people in Wales. The Making Sense initiative comprises the High Needs Collaborative (mental health charities Hafal, Bipolar UK, Mental Health Foundation, Diverse Cymru), in partnership with Wales Observatory on Human Rights of Children and Young People, who assist us with the human rights and legal aspects of CAMHS and wider services.

This report is ours but it is also endorsed by the organisations in the High Needs Collaborative, which represent many hundreds of service users and their carers. We have consulted over 500 people over the last few months, and are pleased to voice their experiences alongside ours.

*'Young people' is used from this point to refer to all children and young people.

The 'Together for Children and Young People' Programme

In the last few years CAMHS services have come under increasing strain. In February 2015 the Minister of Health and Social Services launched a programme to review and refocus CAMHS.

"Led by the NHS in Wales, Together for Children and Young People (T4CYP) is a multi-agency service improvement programme aimed at improving the emotional and mental health services provided for children and young people in Wales."⁴

In terms of statistics, the heart of the problem is the doubling of CAMHS referrals in recent years⁵.

The Minister of Health has observed that many of these referrals are not appropriate and lead to:

- frustration for those children, young people and their families who learn that they have been sent down a route which cannot meet their needs
- frustration for CAMHS staff who spend time and resources on assessments which need not have happened
- harm for those young people who really do need the mental health expertise of a CAMHS service, but find their way to that service delayed by so many others who turn out not to have needed it.⁶

About Making Sense

We are supporters of 'Making Sense', an initiative by the 'High Needs Collaborative' (mental health charities Hafal, Bipolar UK, and the Mental Health Foundation, supported by Diverse Cymru) working with the Wales Observatory on Human Rights of Children and Young People, aimed at improving support for children and young people in Wales with a mental illness.

We believe there is an urgent need to reform and refocus services for children and young people in order to clarify who is responsible for providing support at different levels of need and, through that refocus, to make major improvements in services for those in highest need.

We also recognise that we cannot consider the needs of young people in the highest need without seeing that in the context of all young people's needs.

The Minister has already pointed to some of the answers to these problems. He says the solution lies in a Prudent Healthcare approach, specifically:

- Maximum diversion
- Minimum intervention
- Systems management.⁷

Notes from Wales Observatory of Human Rights of Children and Young People

When deciding what to do about CAMHS, Welsh Ministers are required by law to have due regard to the requirements of the United Nations Convention on the Rights of the Child (UNCRC), which recognise the special needs of children growing up as well as their developing capacity. The requirements include a range of issues surrounding the holistic development of children and young people.

All legislative, administrative and other means must be used to implement these requirements. The UNCRC publishes General Comments, Concluding Observations and other information to help governments.

Our Consultation

Over the last few months we undertook three distinct surveys:-

- An on-line questionnaire via SurveyMonkey aimed at CAMHS users, their carers and any other young people under 25
- Group surveys of pupils in two secondary schools (including one Welsh medium)
- Group surveys of adult user and carer groups with experience of mental health services

We also participated in two seminars led by the Wales Observatory on Human Rights of Children and Young People at Swansea and Bangor universities. With students and their tutors we discussed the issues concerning mental health services in Wales in the context of legal and human rights. Their expertise has been invaluable in helping inform our report.

The findings

The table below shows the responses we had for different parts of the consultation:

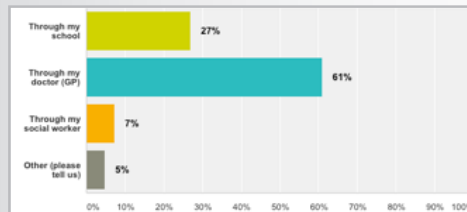
How	Demographic	Total
On-line SurveyMonkey	CAMHS users (or former)	54
	Carers of CAMHS users	116
	Other young people under 25	76
Group discussions	Pupils in schools	191
	Adult service users and carers	80
		517

The full results of the consultation have been published and are available on the Hafal website but the key results were as follows:

CAMHS users (or former)

- Referral pathway of CAMHS users:

- 27% through school
- 61% through GP
- 7% through social worker
- 5% other



- 23% asked to be referred to CAMHS

What they said...

- 72% had a negative experience of CAMHS
- 75% said the service was slow to respond
- 32.5% said the service kept them safe
- 40% agreed that the service they received helped them get better and move on
- 75% rated the service as friendly and approachable

- 29% said the best part of CAMHS was getting to talk to someone

Who took part...

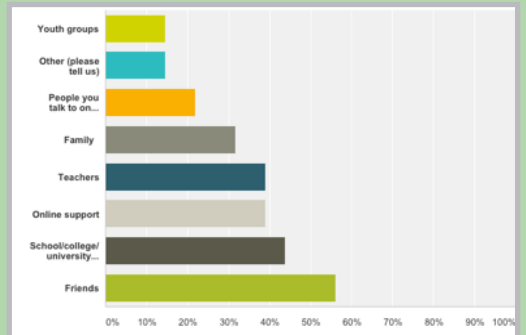
- 54 CAMHS users (or former)
- 87.5% described themselves as female, 12.5% described themselves as male
- 93% white British; 7% other/unspecified
- 60% first got involved with CAMHS aged 13-15
- 68% were diagnosed with depression and/or anxiety
- 32% had an eating disorder and/or body dysmorphia

CAMHS users (or former) continued...

The key stats...

- When CAMHS users were asked who they would have preferred to turn to for help:

- 56% said friends
- 44% said school, college & university counselling services
- 39% said teachers
- 39% said on-line support
- 32% said family



- 46% are now using adult services
- 38% said the best way to improve the transition to adult services is having flexibility around the age young people are required to transition

"I didn't feel comfortable with all the professionals involved"

"I was on a waiting list for 5 months after being suicidal. I had to phone and demand appointments."

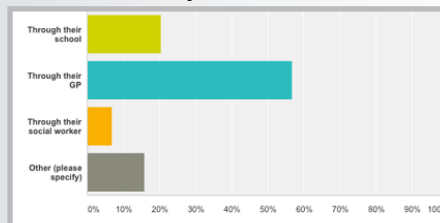
"More support is needed for families"

"My transition to adult services was non-existent. I wasn't prepared for the different approach in adult services"

Carers of CAMHS users

- Referral pathway of the CAMHS user they care for:

- 20% through school
- 57% through GP
- 7% through social worker
- 16% other



Who took part...

- 116 carers of CAMHS users (or former)
- 59% described the person they care for as female, 41% said male
- 98% described the person they care for as white British, 2% said other
- 51% of the people cared for were aged 13-16 when they first accessed CAMHS

What they said...

- 75% said the CAMHS user they care for had a negative experience of CAMHS
- 80% said the service was slow to respond
- 25% said the service didn't kept the person they care for safe
- 35% agreed that the service they received helped the person they care for get better and move on
- 75% rated the service as friendly and approachable
- 35% said the best part of CAMHS was that the person they care for finally got to talk to someone

"They don't listen to our opinion. And my son feels they don't listen to him either."

"We were made to feel like we were part of the problem rather than part of the solution."

"School could have provided him with better care."

"CAMHS told her nothing is wrong. She is dead now, so things were seriously wrong..."

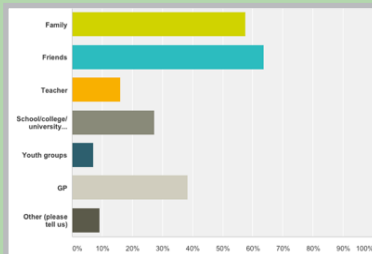
Other young people (with no personal experience of CAMHS)

- 68% said talking about feelings is most important to maintain good mental health

The key stats...

- When young people were asked who they would turn to for help if they started experiencing mental health problems:

- 64% said their friends
- 58% said their family
- 38% said their GP
- 27% said school, college & university counselling services
- 16% said teachers



Who took part...

- 76 young people under 25
- 66% were female, 32% male, 2% other
- 95% white British; 5% other
- But 30% knew a CAMHS user

- 25% said education and awareness in schools needs to improve

"I would build more help that is closer, which would mean you would not have to travel far or wait too long."

"My sister had to wait 20 months to be referred"

"I would change it so that teachers stop being so hard on students. Being extremely strict and harsh can ruin your mental health."

"We should learn about it in PSE."

Groups of pupils in schools

What they said...

- All eight groups said speaking to friends and/or family is most important to maintain our mental health
- Five out of eight groups said they would first turn to friends and/or family if they started experiencing problems with their mental health

Who took part...

- 119 children and young people
- 54% were female, 46% were male
- Approximately 7% were from a BME background

- Five out of eight groups said educating people through schools is most important to improve services

Groups of adult users and carers

- Scored CAMHS as 5 out of 10 in comparison to adult services 7 out of 10
- Eight out of 17 groups recognised that specialist arrangements need to be made for the transition
- Nine out of 17 groups said there needs to be increased awareness and more information for young people

Who took part...

- 80 adult service users and carers
- 56% were male, 44% female
- 100% white British

Our recommendations to improve services

1.

Expand and/or create high-quality support provided by non-mental health professionals

The majority of children and young people will face difficulties as they grow up: it's a given. Most are healthy, despite these expected high and lows. The older young people get, the more responsibility they take for looking after themselves.

All young people need the support and guidance of friends, family, teachers, youth workers and others to enjoy and sustain a healthy lifestyle. In most circumstances these people support young people to maintain their well-being even when they face significant problems: for families this normally happens instinctively; for professionals it should be a core part of their role.

Our consultation shows that young people would prefer to turn to people they trust - over half of CAMHS users (56 percent) said that given the chance they would prefer to turn to friends; 44 percent said they would prefer to turn to educational counselling services, and 39 percent said they would prefer to turn to teachers. We must empower those people so that they can help and support young people, who want and badly need their help. Nearly one-third of CAMHS users (29 percent) said that the best part of CAMHS was getting the chance to talk to someone. Often, that someone could be anyone with counselling training, not necessarily a specialist CAMHS professional.

In fact, less than one-quarter of CAMHS users asked to be referred to CAMHS, which shows that young people just want help (we accept that some young people may be too incapacitated by their symptoms to seek help, others may not be aware of CAMHS).

The Welsh Government has made significant investment in school counselling services: this should enhance the ability of schools to effectively support the majority of children who get into difficulty. In our consultation, only one-quarter of carers said that the CAMHS user (or former user) they care for also used a school, college or university counselling service. We believe this statistic should be far higher.

When a referral is made to CAMHS, the support from non-mental health professionals should not end. Children and young people should continue to lead their 'normal' lives as much as possible, and should still receive support from the services they were accessing beforehand.

The responsibility of children and young people's health lies with everyone; not just CAMHS, not just parents but anyone that person interacts with. It is everybody's business to help future generations of young people live healthy and fulfilling lives.

2.

Avoid the medicalisation of growing up

Young people, their families, teachers and youth workers should be the experts on how young people can lead a good life and enjoy good mental health. Doctors and mental health services have an important but much narrower role in helping people with more serious problems.

We are concerned that the language and approach of mental health services should not encroach on or undermine the role of teachers and others who have always taken the lead on supporting young people, including those facing significant difficulty. We do not want those anxieties which young people experience labelled



automatically as “depression” or the behaviour of more unruly children labelled as “conduct disorder”: we suspect this happens increasingly often and it can lead to an inappropriate referral or (worse) inappropriate treatment. We note the huge increase in mental health medication for children in recent years⁸ and we do not believe this is defensible. Medication should not be seen as the first choice.

Over two-thirds of CAMHS users in our consultation were diagnosed with anxiety and/or depression. Mild to moderate mental illnesses such as these should be treated by primary care services and education counselling services before more complex issues develop. Some may be prevented entirely if emotional intelligence was embedded into the curriculum (more on this later).

Nothing could be more wrong than treating a troubled child for a mental health problem if their difficulty really lies externally, with family, school, or if they are experiencing normal reactions to life events such as parents separating, bereavement, etc.

We support early intervention in the sense of reacting immediately and effectively when a person displays overt signs of serious mental illness, such as psychosis or severe paranoia, or high-level eating disorder and body dysmorphia.

For example, it is well known that early intervention can greatly improve the long-term prognosis of young people suffering from the first onset of psychotic symptoms.

We should not mistake early intervention in psychosis services provided by mental health services with good quality preventative work by non-mental health professionals. Early intervention by mental health services should have a clearly defined and limited meaning, which does not involve mental health services attempting to intervene with a larger group of young people who might be ‘at risk’.

We cannot emphasise enough that the inappropriate, upward referral of young people towards mental health services is not just inefficient but is also damaging to those young people.

Inappropriate referrals harm both those young people who do not need specialist help and those who do, because they have to wait longer to get help.

Notes from Wales Observatory of Human Rights of Children and Young People

Having due regard to the UNCRC, children presenting with possible mental health issues would never receive a diagnosis as a gateway to non-medical treatment, and be offered medication only with fully informed consent and clear justification. The use, side-effects and long-term effects of psychiatric drugs on children would be rigorously monitored (Articles 3, 5, 12, 17, 24; General Comments: 14 para 77; 15 paras 38, 39).

3.

Reform CAMHS’ referral systems

Strict referral criteria needs to be introduced and enforced to ensure that only appropriate referrals are made to CAMHS. Training should be given to all referrers to implement Wales-wide criteria on what constitutes an appropriate referral. Referrers need to know who to refer where.

There is an overwhelming need to fix the systems and pathways, as the Minister said⁹.

Generalist children and young people’s services such as schools and youth services must address the problems of the majority of young people who get into difficulty, making use of their own staff and in-house counselling services. GPs should provide for those with more serious problems, making use of primary care-level services and general paediatric services. Interventions at this stage should happen quickly.

We suggest that a single point of access may be required through which all referrals (including those by GPs) must be channelled.

Notes from Making Sense partners

There are interesting examples of this approach, for example in Derby City a multi-agency group including the Derbyshire Healthcare NHS Foundation Trust meets weekly to agree referrals for a large volume of young people in difficulty.

All referrals (including those by GPs) have to go to the group because there is no alternative route to CAMHS. The group does not assume that the young people necessarily have a mental health problem primarily (so they consider external factors) and almost all those referred are directed towards a specific source of help (not “sent back” or “rejected”) - crucially only a minority are referred to CAMHS. Other referrals are to community paediatric services, school nurses, health visitors, etc.¹⁰

4.

Embed emotional intelligence and healthy coping mechanisms into the curriculum

Children and young people spend significant amounts of time at school. It is only natural that education should play an important role in their holistic development as people.

Over two-thirds of young people said ‘talking about feelings’ was most important to maintain good mental health. If all children and young people are taught how to cope with stress and other emotional difficulties from an early age then they can help support themselves. Crucially, we should not introduce unnecessarily the language of mental health services.

If relaxation techniques, body confidence, methods to deal with exam and coursework pressure and other healthy coping mechanisms were embedded into the curriculum we could create a generation of children and young people aware of their emotional needs, without thinking or being told that they have a mental illness. This would reduce the number of people requiring specialist support for their mental health.

Peer support should be encouraged. It is no surprise that nearly two-thirds of other young people (64 percent) said they would turn to their friends if they started experiencing problems with their mental health. Young people are often dealing with similar issues; we should actively encourage conversation on these matters.

If emotional intelligence and healthy coping mechanisms were embedded into the curriculum, it would destigmatise the fact that everyone has emotional needs.

We are encouraged by Welsh Government’s review of the curriculum. The Successful Futures Report (The Donaldson Review)¹¹ provides an ideal opportunity to implement emotional intelligence and healthy coping mechanisms into the everyday development of the next generation of young people. Education should not be limited to academic success; it should be seen in its broadest sense. Crucially, the experts in developing this aspect of the curriculum should be non-mental health specialists, including teachers and young people themselves.

Notes from Wales Observatory of Human Rights of Children and Young People

Having due regard to the UNCRC, children presenting with possible mental health issues would be protected from stigmatisation and discrimination, including protection from sanctions for non-attendance at school (Article 2. General Comment 15 para 8).

5.

Introduce an absolute timescale for referrals

Many young people are waiting for many weeks to be assessed, causing unacceptable distress to them and their families and

raising levels of risk. Some young people need same-day attention; others should be seen within just a few days. And, where the assessment indicates, appropriate services should be provided promptly following the assessment.

In our consultation, three-quarters of CAMHS users said waiting times are a problem. The length of time from referral to assessment and assessment to treatment must be reduced. To achieve this, a strict timescale for referrals must be implemented.

We note that from October 2015 Welsh Government expected all urgent specialist CAMHS assessments to be undertaken within 48 hours, and all routine specialist CAMHS assessments to be seen within 28 days by 1 April 2016¹². We encourage this target, but believe a timescale should also be introduced from assessment to treatment if young people are to really benefit.

It should be possible to reduce waiting times by attention to the actions in recommendations 1 to 4 (above). But, there is a need to examine the systems used by CAMHS teams to manage waiting lists.

We wonder if a more sensitive system of guaranteed, swift access into a triage stage could be developed. This could enable immediate actions to be taken to support individuals, along with advice and information - even if they have to wait for further assistance.

Notes from Wales Observatory of Human Rights of Children and Young People

Having due regard to the UNCRC, children requiring specialist treatment would receive it promptly, close to home and in a developmentally-appropriate setting (Articles 3, 9, 24; General Comment 4 para 29).

6.

Review practice within CAMHS

We are sympathetic towards CAMHS teams concerning the pressure of referrals. Without doubt, reform of referral arrangements is vital if they are to improve not just response times but the quality of care they provide.

It is clear from our consultation that the majority of users (three-quarters) find CAMHS professionals friendly and approachable. But, our consultation also shows that CAMHS services are not very effective in delivering results and keeping people safe (or, anyway, feeling safe). One-third of CAMHS users felt the service didn't keep them safe).

We believe that in addition to reform of referral systems there needs to be a review of how CAMHS teams operate. We would like to see analysis of such issues as:-

- The proportion of working time spent by teams in face-to-face contact with clients and their carers
- How other time is used and whether efficiencies are possible
- The use of group work with clients
- How CAMHS works with other agencies to sustain their support for CAMHS clients
- How CAMHS supports young people to make their own decisions and take action for themselves
- How CAMHS works with carers (more on that below)
- How CAMHS responds to the particular experiences and needs of ethnic minorities and other minority needs
- How CAMHS sustains focus on outcomes.

All of these areas concern not only good practice but also efficient working.

Based on that review, new standards for CAMHS need to be established and delivered, building on the holistic Care and Treatment Plan prescribed by the Mental Health Measure and its Codes of Practice. All life areas need to be considered and all relevant agencies need to be coordinated to deliver on Plans, including non-mental health agencies.

In the longer term, we also think consideration could be given to shifting some of the resources devoted to CAMHS into educational services. This would enable them to take the lead with a higher proportion of young people in difficulty, leaving a much smaller number to come under the care of CAMHS.

Under the Mental Health Measure 2010 (specifically Part Two) all users of secondary mental health services (including CAMHS) are entitled to have a Care And Treatment Plan in a required format which includes sections for eight distinct 'life areas' - so there is scope to create a comprehensive and holistic plan which looks beyond treatment. There is also a requirement for the user of services to be involved in developing their Plan. The Code of Practice for Part Two (and Part Three) of the Measure sets out detailed standards for development and content of these Plans.¹³

7.

Reorganise the transition to adult services

We are deeply concerned about the transition point to adult mental health services. This can be a difficult time because young people can find themselves dealing with different people and different services. In fact, the whole environment can seem completely different.

Efforts are being made to make this transition smoother but there is a long way to go. It is important that non-mental health professionals, as well as young people and their families, are aware of the transition point and make sure they ask CAMHS teams how the transition will be made. They need to find out who will be providing support in the future.

We really do need to find a way to end the abrupt and disruptive transition when a young person turns 18.

One key method of doing this is through improved use of Care and Treatment Plans, which apply to both under and over 18s. The Plan provides a legally-required platform ideal for organising transition and ensuring continuity. We suggest a review of current practice in "handing on" Plans between CAMHS and adult services and development of advice on using Plans to ensure continuity.

In our consultation, 38 percent of CAMHS users said flexibility over the age young people move to adult services is the most important way to improve the transition. For some young people, it may not be suitable to transition to adult services on their 18th birthday. Protocols are also required to enable staff to work across the age divide to create continuity in professional engagement.

Notes from Wales Observatory of Human Rights of Children and Young People

Legal protection for human rights does not end at 18. Adults as well as children have rights to be treated humanely and to have respect for their family and private life. This includes making sure they have the support necessary for essential human dignity and participation in society, and do not suffer unjustified deprivation of liberty. Welsh Ministers must comply with these requirements (Human Rights Act 1998 section 6; Government of Wales Act 2006 section 81; European Convention on Human Rights Articles 3, 5 and 8).

8.

Improve data collection and accountability

We must analyse what works and what doesn't. To do this, CAMHS teams within the local health boards in Wales must collect the same data to effectively measure outputs.

Ideally, they should all use the same information and data



systems. But, crucially, the information collected within those systems must be the same. Only then will we understand what works and what doesn't.

The availability of Wales-wide data would encourage strategic, evidence-based decision-making across Wales, and encourage health boards to work in a more synchronised way.

Notes from Wales Observatory of Human Rights of Children and Young People

The UN Committee on the Rights of the Child has repeatedly made clear that systematic and disaggregated data collection, child rights-based performance indicators and effective mechanisms of accountability are all essential aspects of implementation of the requirements of the UNCRC (General Comment no. 5 paras 9, 12 and 48 and repeatedly in Concluding Observations on State Party reports). Without adequate data and transparency there cannot be effective accountability: this applies both to decision-making in individual cases and to policy decisions.

We question whether the improvements in waiting times Welsh Government expected from CAMHS by October 2015 have been met (to reduce the wait for assessment in most severe cases to a maximum of 48 hours). We call upon health boards to release their data to indicate whether this, and all future targets have been met.

We must have accountability for the decision-making that directly affects thousands of children and young people in Wales. If targets are not met, we must be able to question why.

Notes from Wales Observatory of Human Rights of Children and Young People

Having regard to the UNCRC all children requiring specialist treatment would have the benefit of an advocate capable of giving or accessing legal advice (Article 3, 12.2; General Comment 4 para 29).

9.

Support carers

In our consultation, we found carers to be more critical than users of services. We believe they are probably nearer the mark - many young people find that their mental health problems lower their expectations of services, whereas carers rightly expect timely and effective support for the person they care for.

No wonder they become frustrated when their reasonable expectations are not met. In our consultation, 87 percent of carers of CAMHS users said they did not feel that CAMHS valued their opinion or kept them informed.

Carers often have clear insights into what action will be most effective for the person they care for. They can often clearly see what is not working (and so wasting resources). Carers need to be listened to and treated as lead partners.

In most cases, the carer is the most important source of support for the young person and therefore, where relationships are right, CAMHS teams' greatest ally. Of course there are many instances of this collaboration between the young person, the carer, and the CAMHS team working really well: this practice needs to be celebrated and benchmarked so that it becomes the norm.

Mental health services need to establish and deliver a new standard of communication, engagement and support for carers, which recognises this. If the child or young person provides their consent, there should be no barrier to prevent a carer being involved in their treatment.

We note that in our consultation, less than one-third (32 percent) of CAMHS users said they would have preferred to turn to their family for support. This contrasts with young people without experience of CAMHS, 58 percent of whom said they would turn to their family if they started experiencing problems with their mental health (the

second most popular after friends, 64 percent). We wonder if CAMHS users would be more willing to turn to their carers (who are often family members) for support if they were more involved in their treatment.

In our experience, carers' main priority is the provision of effective services to the person they care for. But, of course they have important needs themselves too. Meeting those needs is a duty for social care providers, but, it is also cost-effective: a well-supported carer is good news for the CAMHS team.

Similarly, siblings should not be neglected. We do not necessarily expect CAMHS teams to provide this support; if emotional intelligence and healthy coping mechanisms were taught in schools, they would be empowered with the knowledge and information to be able to help.

Social Services and Well-being Act 2014

Carers in Wales already have a right to a carer's assessment but the Social Services and Well-being Act 2014 will reinforce this. The new Act, which comes into force in April 2016, imposes a duty on local authorities to offer all carers an assessment where it appears they may have need for support. This is a major change as previously the onus has been on carers to apply.¹⁴

10.

Listen to young people

We obviously haven't in this report offered the last word on mental health services from a collective young people's perspective. We are conscious in particular that we have had difficulty getting boys and young men to participate in our consultation - that's a challenge we all need to face. We did manage to reach a number of people from ethnic minorities, so their views are reflected in the consultation. But, of course there is a need for direct dialogue with those and other minority groups to ensure we understand their particular experiences - and to meet their concerns and needs.

One point of reference for a specific group - African Caribbean boys and young men - is the Diverse Cymru report "Better Outcomes - New Approach"¹⁵, which points to the problem of under-representation of African Caribbean boys and young men in therapeutic, preventive services and over-representation in crisis or compulsion-oriented services. We note in particular the call for better communication between agencies which engage with African Caribbean boys and young men.

We hope we have illustrated that young people have much to offer, not just in complaining about services (although that is legitimate and needs to be heard and acted on), but in offering practical and realistic ideas to improve services.

Nationally and locally, mental health services and others need to sustain dialogue with young people on a collective basis - we have much more to offer in detailed planning, not least concerning efficiencies.

But, even more important than hearing the collective voice of young people is the need to listen to individual young people when services are being planned and delivered to support them. This isn't just about listening and then going away and making a plan and deploying the services: it means literally making the plan jointly with the young person in the room and then involving them in delivery - maximising those areas where the young person takes responsibility themselves. For CAMHS users the platform for this is the Care and Treatment Plan as we set out above.

Notes from Wales Observatory of Human Rights of Children and Young People

Having due regard to the UNCRC, all children presenting with possible mental health issues would be listened to, given information and supported to exercise choice and control according to their age and understanding (Articles 5, 12; General Comments: 4 para 39(b); 14 paras 77, 89).

Signing off

It is unacceptable that three-quarters of CAMHS users in our consultation said they had a negative experience of CAMHS, and only 40 percent agreed that CAMHS helped them get better and move on. It's clear that CAMHS needs to change.

We welcome the investment by Welsh Government in young people's mental health services¹⁶ but we know that there will not be enough to overcome the difficulties through funding alone. In this report we have made specific suggestions about how services can be provided more efficiently.

Only by addressing the over-referral of young people to CAMHS can we improve services in Wales.

Non-mental health professionals, including education counselling services, teachers and youth groups must play a significant role in addressing the majority of children and young people's emotional needs. Young people go through ups and downs in their lives - we must normalise those and not label them 'mental illness'. Diagnosis at an early age can have a devastating impact on a young person's life.

Meanwhile, specialist CAMHS should support the much smaller number of young people with serious mental illness.

It has been really exciting producing this report. We passionately want to help those involved with the review of CAMHS to get the best outcomes for children and young people in Wales.

Young people told us they want support from the people they trust. Let's listen to them!

With thanks to...

We'd like to thank everyone who took part in our consultation, including CAMHS users, carers and other young people. We'd also like to thank Dwr-y-Felin and Bryn Tawe schools - where we had some great discussions with the pupils.

We are grateful to Wales Observatory on Human Rights of Children and Young People, who have not only provided expertise on human rights and law, but also organised the events at Swansea and Bangor universities, where we shared knowledge and ideas with students.

Lastly, we'd like to Hafal and our partners in the High Needs Collaborative, who let us speak to their service users and carers and helped organise the consultation.

Mair Elliott and Jake Roberts



Above: Meeting the Children's Commissioner for Wales, Professor Sally Holland, to discuss the findings of our consultation.



Left: With our partners Wales Observatory on Human Rights of Children and Young People at one of the two 'Making Sense' events at Bangor University.

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YOU SAID....WE DID REPORT OF THE PROGRAMME MANAGER

Purpose

This report highlights the action being taken by the Programme to respond to issues raised by Children and Young People (CYP).

Background

In June 2015 the Programme board agreed that the most effective to ensure that CYP were influencing its priority setting and work plan was to link into existing mechanisms across Wales. These include those of the Children's Commissioner's office, Children in Wales and the third sector 'High Needs Collaborative'. Board members felt it was important to provide feedback to those CYP who contribute their views and to provide them with assurance that these were leading to tangible action and service improvements.

Initial priorities for action were identified at the programme launch in February 2016 through consultation with CYP and with individuals from across health, social services, education and the third sector. These have subsequently informed the scope and action plan for each of our work streams. Since that time, Young Wales have identified 7 priority issues for CYP through their engagement work. The following 2 major consultations have also directly sought the views of CYP:

- '*Beth Nesa/What's Next*' survey by the Children's Commissioner to inform her three year plan;
- '*Making Sense*' survey as part of the third sector High Needs Collaborative initiative to support improvements in the delivery of mental health services for CYP.

Progress to Date

Following the extremely powerful presentation by the 2 lead campaigners of the '*Making Sense*' initiative, at the January programme board, members agreed to use the 10 recommendations outlined within that report to benchmark performance. To demonstrate how the programme is listening and acting upon the issues raised by all CYP, and not just those who use Child and Adolescent Mental Health Services (CAMHS), key messages from the recent consultations and high level reports have now been mapped together with the priorities identified through the Young Wales forum. This is outlined in **Appendix 1**.

This has resulted in an over-arching list of the following 12 key areas:

1. Expand and/or create high quality support provided by non-mental health professionals
2. Don't medicalise growing up
3. Reform CAMHS referral systems
4. Embed emotional intelligence and healthy coping mechanisms into the curriculum.
5. Introduce an absolute timescale for referrals
6. Review practice within CAMHS
7. Recognise the transition to adult services
8. Improve data collection and accountability
9. Support carers
10. Listen to young people
11. Improve mental health, wellbeing and tackle bullying
12. Adhere to the rights of the child under the United Convention on the Rights of the Child (UNCRC)

Addressing the Priorities

Early work being delivered by the work streams to address the 12 priorities is outlined below.

1 Expand and/or create high quality support provided by non-mental health professionals

All work streams are considering the full range of cross sector support available to CYP within their work stream. An example of this is the directory of projects and schemes delivered by third sector and non specialist CAMHS that represent good practice across Wales. This is being compiled by the Early Intervention and Enhanced Support work stream. These schemes will be reviewed to provide guidance to Local Authorities and social care on recommended services for vulnerable CYP.

The work stream is also reviewing the roles of the Local Primary Mental Health Support Services (LPMHSS) to ensure the service is available to support other agencies in managing CYP effectively and improve training available.

2 Don't medicalise growing up

Work is being delivered through the Resilience, Wellbeing and Early Years work stream that will focus on increasing the resilience of CYP through an awareness raising training module for front line staff. The training will be delivered through a sequence of slide presentations, together with a DVD following a young person's story. The training pack contains slide presentations as well supplementary factual evidence and is designed to equip staff with the tools to engage with both parents and CYP. This will promote positive mental health and wellbeing and build resilience to enable young people to cope with the inevitable challenges encountered in different settings.

3 Reform CAMHS referral systems

During the first year of the Programme, a comprehensive audit of current CAMHS services has been undertaken with all health boards in Wales to recognise and minimise variations in Welsh services. This is providing an opportunity to share good practice, highlight investment opportunities and develop delivery plans if necessary. This comprehensive picture of services across Wales and demonstration of variations of practice has been shared with key CAMHS colleagues. A national report identifying key areas for action will be published at the conference in June.

The Quality Delivery Framework for specialist CAMHS (see point 6) will establish clear definitions and pathways. It will provide a framework to improve the current service model and enhance access and referral mechanisms for specialist and primary mental health care services. This should help to ensure that there is regular dialogue and collaboration between services and that relevant information is passed on directly. Information for professionals and families and carers to be developed later this year will help to ensure that only those CYP needing specialist CAMHS are referred to that system.

4 Embed emotional intelligence and healthy coping mechanisms into the curriculum.

Successful Futures (the Donaldson Report) published in 2015, proposed a radical overhaul of what children in Wales are taught with a new structure for the curriculum for 3-16 year olds. Evidence considered during the review reinforced the need for a broad education that results in healthy resilient children. This is strongly aligned to the work of T4CYP and discussions have taken place to ensure the two programmes of work are joined up. Products developed by the Resilience, Wellbeing and Early Years work stream will be tested with young people through the Donaldson 'pioneer schools'

5 Introduce an absolute timescale for referrals

The priority for the first year has been to improve waiting times and access, ensuring that targets for CYP needing specialist CAMHS are equitable with those required for adults. Welsh Government has set new targets that all urgent referrals are to be seen within 48 hours, routine referrals to CAMHS within 28 days and for neurodevelopmental services within 26 weeks. This will bring waiting times for CAMHS in line with those for adult mental health and those for neuro development in line with paediatrics.

The Neurodevelopmental and Co-morbid Mental Health/Learning Disabilities (NDMHL) work stream is working specifically to improve services for young people with neurodevelopmental conditions, including Autism Spectrum Disorder (ASD) and Attention Deficit Hyperactivity Disorder (ADHD).

During this first year, work is concentrating on reducing the time from referral to assessment and diagnosis of conditions; the production of a toolkit to standardise the quality of assessment and diagnosis and the development of a common care pathway towards an integrated 'neurodevelopmental' service across child health, CAMHS, Local Authority and third sector service providers.

6 Review practice within CAMHS

As identified earlier, one of the key products identified from the programme in the first year is a Quality Delivery Framework (QDF) for specialist CAMHS. This has been developed by the specialist CAMHS work stream and will be formally launched at the conference in June.

The QDF will be a live document that will be continually refreshed. The first edition will contain an overarching definition of specialist CAMHS and the following three priority pathways:

- Crisis Care
- Early Interventions in Psychosis
- Eating Disorders.

Further pathways will be developed following discussions to agree priority areas with stakeholders at the workshop session of the Annual Conference in June. Primary care has already been identified as a potential priority area.

Three major reviews of prescribing practice for medication for children in South Wales have been completed by Dr Ann John, Associate Professor of the College of Medicine, University Swansea. The results are currently being shared with the service to assist CAMHS Clinical Leaders to revise the service models for the prescribing of antipsychotics, antidepressants and stimulants.

The Workforce Education and Training work stream is developing a training module that will focus on the core competencies for multi-agency staff that deliver sCAMHS and neurodevelopmental services.

7 Recognise the transition to adult services

The Care Transition work stream is developing a 'transition pack' of resources for professionals that sets out a model for a good transition across the following areas:

- CAMHS to Adult MH Services
- Paediatric to CAMHS
- Referrals to and from Youth Justice
- Children moving out of the care sector, including those children that are looked after/adopted

This will ensure that there is a smooth transition for all points of transition that CYP may experience during their lifetime. Consultation with CYP is taking place in May and we anticipate that the packs will be available at the conference in June.

8 Improve data collection and accountability

The QDF will provide a framework for an improved performance management of CAMHS. Data collected through the baseline audit will be used to inform reporting systems. The Programme Chair has written to all health board Chief Executives to request that the appropriate level of corporate support is provided to CAMHS colleagues across information technology, planning and performance departments.

Work to develop a core mental health data set as part of the Welsh Community Integrated Information System is currently being facilitated by Public Health Wales. This will enable services to monitor demand, capacity, provision and most importantly patient outcomes.

9 Support carers

All of the work streams are working to identify best practice and resources and information that can be widely shared. Information to support families and carers is being developed through the products and resource packs previously outlined in this report. The new T4CYP website will include work stream specific pages, with shared libraries of resources that will be publicly accessible.

10 Listen to young people

The Programme continues to work closely with key partners to maintain a broad based engagement that captures the wellbeing of *all* children and not just those who use CAMHS services. This approach has been endorsed by the Chair of the Expert Reference Group and the Children's Commissioner for Wales.

The Care Transitions work stream will be holding workshops across Wales during May to engage directly with young people who have used CAMHS services to discuss their experiences of transition.

Young service users will also be sharing their experiences of CAMHS and those they engaged in the *Making Sense* initiative with stakeholders as one of the key sessions at the T4CYP Conference in June 2016.

A stakeholder database has been developed to provide the central reference point for engagement across the entire scope of the programme. This will ensure that information can be widely circulated across all partner agencies working to support the emotional health and wellbeing of CYP in Wales.

The need for a communications portal and social media feed has been identified as a priority by CYP. This will be provided through the new T4CYP website that is being developed in partnership with the Welsh Local Government Agency. The website will form part of the Good Practice Wales (GPW) site; a single access online portal to Welsh public services good practice and knowledge. The main GPW portal can be accessed at: <http://www.goodpractice.wales/home>.

The T4CYP website will provide an easy to navigate on-line resource for CYP and their families as well as a live interactive Twitter feed. The website will be officially launched at the conference in June

11 Mental health, wellbeing and tackling bullying

The list of best practice schemes delivered by Local Authorities and social care being developed by the Early Intervention and Enhanced Support work stream (see point 1) will include guidance and support for vulnerable CYP on a wide range of issues, not just those that are diagnosis dependent or health lead.

The training module delivered through the Resilience, Wellbeing and Early Years work stream (see point 2) will include nurturing approaches, social coaching, emotional coaching, physical and mental health.

12 Adhere to the United Nations Convention on the Rights of the Child

T4CYP is based on a human rights approach and is committed to embedding the '7 Core Aims' for CYP under the United Nations Convention on the Rights of the Child (UNCRC).

Through all of its work the Programme will aim to consider how:

- the inequalities, stigma and discrimination experienced by CYP with emotional health needs and/or mental illness are reduced
- the values, attitudes and skills of those treating or supporting CYP with emotional health needs and/or mental illness are improved
- services are able to focus on the early detection of risk and the development of resilience and life skills

Next Steps

Regular progress reports will be provided on our action against these key areas. This report will be shared directly with CYP through our close links with the Children's Commissioner's office, Children in Wales and the 'High Needs Collaborative'. Updates will also be featured in the T4CYP Newsletter, which is widely circulated to stakeholders across health, education, the third sector and to CYP.

The new T4CYP website will provide a live, interactive resource that will provide information for CYP, their families and carers across the entire scope of the programme.

Recommendation

The Board is asked to **NOTE** this report.

'You said ...We Did' – Mapping of Reports and Consultations

	Recommendation	Where Highlighted
1	Expand and/or create high quality support provided by non-mental health professionals <i>Counselling services</i> <i>Social Services input</i> <i>Educational Psychology</i> <i>Family relationships/friendship relationships</i>	Making Sense National Assembly for Wales, Children, Young People and Education Committee (NAfW CYPEC) Childline Review
2	Don't medicalise growing up	Making Sense
3	Reform CAMHS referral systems <i>Resources for sCAMHS</i> <i>Inappropriate referrals/access</i> <i>Primary Care provision</i> <i>Accessing Services</i>	Making Sense NAfW CYPEC Childline Review
4	Embed emotional intelligence and healthy coping mechanisms into the curriculum. <i>Low self esteem and unhappiness</i> <i>school and education problems</i>	Making Sense Childline Review
5	Introduce an absolute timescale for referrals	Making Sense NAfW CYPEC
6	Review practice within CAMHS <i>In- patient provision</i> <i>Emergency/OOH arrangements</i> <i>Review prescription medication</i> <i>Self harm, suicide and substance misuse</i> <i>Mental health and depressive disorder</i>	Making Sense NAfW CYPEC Childline Review Young Wales
7	Recognise the transition to adult services	Making Sense Beth Nesa NAfW CYPEC
8	Improve data collection and accountability	Making Sense
9	Support carers	Making Sense Beth Nesa
10	Listen to young people	Making Sense Beth Nesa Young Wales
11	Mental health, wellbeing and tackling bullying <i>Bullying and hate crime/on line safety</i> <i>Abuse, Bullying/on-line bullying</i>	Beth Nesa Young Wales NAfW CYPEC
12	Adherence to the UNCRC	All



NHS Wales Child & Adolescent Mental Health Services Report on Baseline Variation & Opportunities Audit



National Collaborative Commissioning Unit
Uned Gomisiynu Cydweithredol Cenedlaethol



Report written by Mr Shane Mills
Clinical Lead, National Collaborative Commissioning Unit
On behalf of Together for Children and Young People

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NHS Wales Child & Adolescent Mental Health Services Report on Baseline Variation & Opportunities Audit

1. Purpose

This report builds on a Baseline Variation & Opportunities audit to provide a national overview of variations in Child & Adolescent Mental Health Services. It aims to act as a lever to identify areas for improvement and provide an opportunity to cascade good practice

2. Background

2.1. Introduction

Together for Children and Young People (T4CYP) was launched by the Minister for Health and Social Care at the end of February 2015. Led by NHS Wales, this multi-agency service improvement programme is working at pace to reshape, remodel and refocus the emotional and mental health services provided for children and young people in Wales, in line with the principles of prudent health and care.

Work is being delivered through a series of priority work streams reporting to a high level multi-agency Programme Board. The Specialist Child and Adolescent Mental Health Services (sCAMHS) work stream was established to develop a Framework for Improvement for sCAMHS.

During the initial scoping it was recognised that a comprehensive picture of sCAMHS across Wales was not available. The work stream requested that a Baseline Variations and Opportunities (BVO) Audit of sCAMHS be undertaken as an initial priority. The National Collaborative Commissioning Unit was therefore asked to take this work forward in partnership with NHS Benchmarking as external advisors.

The BVO of sCAMHS in NHS Wales was based on the CAREMORE[®] approach and provided the following:

- a baseline position for sCAMHS across NHS Wales
- an understanding behind variation in sCAMHS service provision/ outcomes/activity across the seven Health Boards and
- an understanding of the opportunities to improve sCAMHS provision/ outcomes in a timely manner through learning from the best practice already in place in parts of Wales.

The work establishes a baseline for developing the Framework for Improvement which was launched as a key product at the T4CYP Annual Conference in June 2016. The first edition of the Framework provides a clear definition of the role of sCAMHS, together with pathways for Crisis Care, Eating Disorders and Early Interventions in Psychosis.

Additional pathways will be developed as areas of high impact change are agreed.

2.2 CAREMORE^{®1}

Developed in 2012 and currently being used in commissioning adult mental health hospitals, CAMHS tier 4 hospitals, care homes and emergency ambulance services, CAREMORE[®] is a made-in-Wales programme for delivering prudent healthcare through a commissioning lens, with CAREMORE[®] being an acronym for:

Care standards

Activity

Resources **E**nvelope

Models of care

Operational arrangements

Review of performance

Evaluation

CAREMORE[®] was created by Julian Baker and co-developed by Julian Baker and Shane Mills

¹ © All contents of this document and associated CAREMORE[®] literature are copyright 2016 Cwm Taf University Health Board. No content may be copied or reproduced without the express permission of Cwm Taf University Health Board.

2.3 Audit customisation and engagement

In April/May 2015 the CAREMORE[®] Baseline, Variation & Opportunities audit, was tested with CAMHS clinical leaders across Wales and customised to take account of current best practice, localisation and models of care used in NHS Wales. In July 2015 a national event was organised to ensure full engagement by Health Boards (HBs).

2.4 Audit Timeframe

March 2015	Development of principal CAREMORE [®] audit.
April 2015	Customisation of CAREMORE [®] audit.
May 2015	Dissemination of audit to 7 'audit leads'
July 2015	national event to support audit completion
September 2015*	Data subject to internal validation by HB
November 2015	Data submitted to NHS Benchmarking
February 2016	Release of interim reports for comments on variation
May 2016	Return of interim reports
July 2016	Publication of single final national report.

*Original timescale was delayed by 3 months owing to HB data collection and validation issues

2.5 Population figures

Population figures used in the audit are in the table below. (Population figures from Stats Wales- mid-year 2014 at <https://statswales.wales.gov.uk/Catalogue/Population-and-Migration/Population/Estimates/Local-Authority/PopulationEstimates-by-LocalAuthority-Year.>)

Health Board	0-17 yr olds
Abertawe Bro Morgannwg UHB	103,966
Aneurin Bevan UHB	123,532
Betsi Cadwaladr UHB	140,102
Cwm Taf UHB	62,455
Cardiff & Vale UHB	100,110
Hywel Dda UHB	74,285
Powys teaching HB	25,159
TOTAL	629,609

2.6 Variations

A large number of reasons exist for variations in data integrity and / or performance and some of the main factors contributing to variation are identified below.

- **Data quality** -including the completeness and accuracy of data submitted by HBs. This proved a major challenge and meant that the audit process took significantly longer than had originally been anticipated. Workforce data seem to be particularly challenging for HBs to provide, hence this report is exclusively covering medical workforce.
- **Service scope** –important distinctions exist in service scope which need to be acknowledged. For example, some HBs have service models which integrate primary and secondary care; some HBs merged sCAMHS and Neurodevelopment waiting lists/ data at this point, whilst others may have a significant use of third sector, social care or other non-NHS services.
- **Case mix** –acuity and case mix present differently across HBs and are closely linked to service capacity and eligibility criteria.
- **Resource levels** –HBs have access to different levels of resource for sCAMHS which impacts directly on each system and effect the extent to which community based support can be provided.
- **Clinical processes** –the application of specific clinical pathways influences each HBs position within the benchmarking comparisons. This can include a wide range of factors such as; the impact of different systems and arrangements, the extent and approach to community based care, and the extent to which a range of treatments are available including both psychiatry and psychological therapies.
- **Reporting measures** –the measures used in this report apply specifically to the terminology and definitions used for this project and may not align with other published material from HBs which may use different specifications.
- **Validation** –each HB has had an opportunity to review and validate the data used in this report and it can therefore be interpreted as being generally representative of the organisation's position.

3. Local Primary Care Mental Health Services

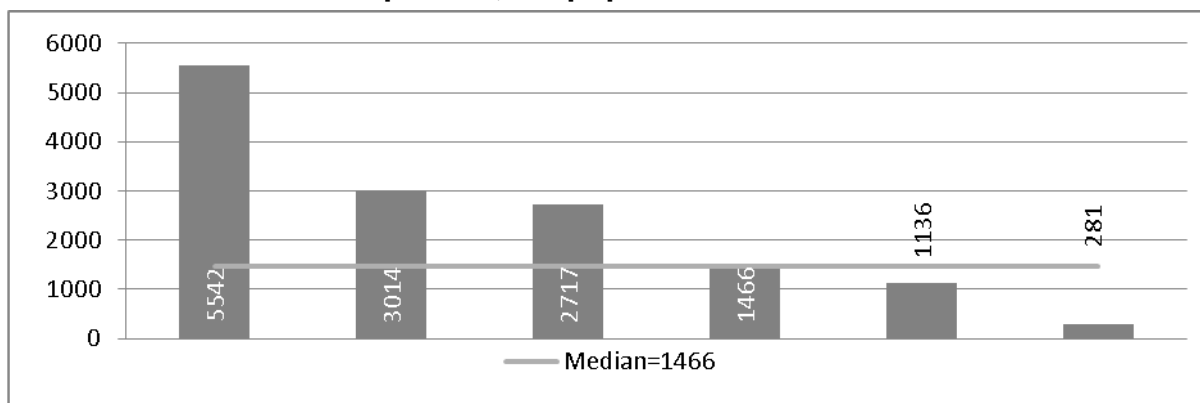
3.1 Number of referrals

Why we asked about this.

HBs need to understand the local demand for Local Primary Mental Health Support Services (LPMHSS) in order to ensure that children and young people are accessing this important service established under Part 1 of the Mental

Health (Wales) Measure 2010 and there is enough capacity in their services to ensure that young people are having the rapid assessments and early intervention provided under these schemes.

The data: referrals per 100,000 population



What the data tells us

- Median numbers of referrals were 1466 per 100,000 population.
- Average numbers of referrals were 2111 per 100,000 population.
- Number of referrals per 100,000 population ranged from 281 to 5542.

We asked if there were areas of good practice in terms of collecting data on the number of referrals

- Several HBs were able to collect all referrals received by services including consultations, and school cluster meetings.
- Several HBs had moved to a single point of referral, which enabled accurate data collection.

Improvement actions for 2016/2017

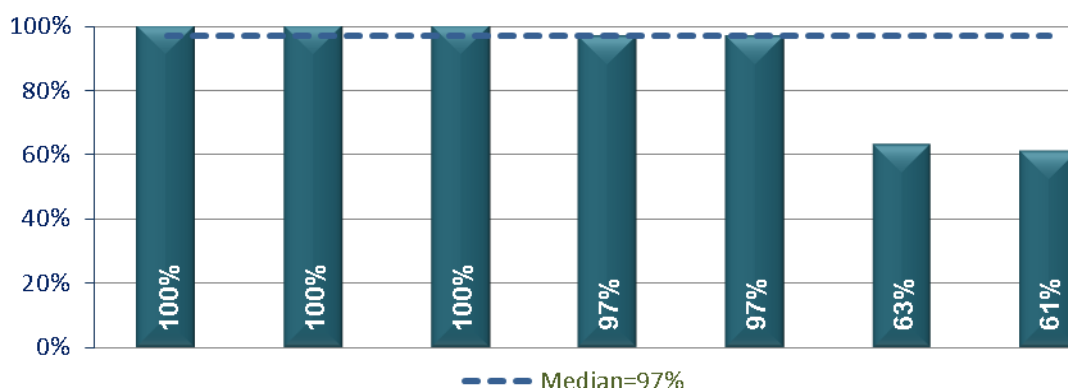
- All HBs to consider adopting a single point of referral for Local Primary Mental Health Support Services.
- All HBs to have a system in place to collect data on all referral, advice liaison and consultation activity.

Referral Acceptance Rate

Why we asked about this.

HBs need to understand the acceptance rate for LPMHSS in order to ensure entry criteria is not posing a barrier to assessment by these services.

The data for referral acceptance rates



What the data tells us

- Median number of referrals accepted into services was 97%.
- Average number of referrals accepted into services was 88%.
- Number of referrals accepted ranged from 61% to 100%.

We asked if there were areas of good practice in terms of raising the profile of LPMHSS.

- Several HBs were recruiting additional staff in order to enhance capacity and capability of the LPMHSS to meet the needs of children and young people.
- One HB was 're-launching' services to reintroduce the service to the wider community accepting referrals from professionals working with children and young people in addition to GPs.
- Several HBs had, or were in the process of, establishing single points of access which could provide advice and guidance (including links to bibliotherapy schemes, third sector, education and web based information), signposting, access to professional consultation and local primary mental health assessments.
- One HB was encouraging referrers to contact local teams by telephone to have a 'discussion' so that a collaborative agreement can be made about which outcome is best for the young person.
- Several HBs were actively engaging with possible referrers including education services, social services and GPs.
- One HB was developing better referral documentation to improve the quality of information provided by and to referrers.
- One HB was co-locating CAMHS and adult LPMHSS to deliver an integrated service model for primary care mental health to make it easier for referrers to contact services.

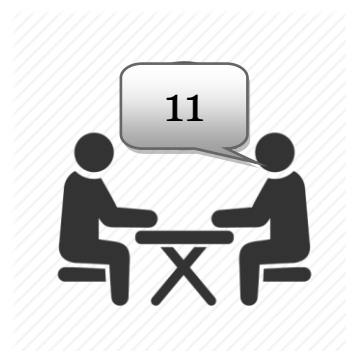
Improvement actions for 2016/2017

- All HBs to consider adopting a single point of access for LPMHSS.
- All HBs to ensure that referrals not accepted were signposted to alternative services or written advice given to address referrers or the child and young person's concerns.
- All HBs to actively engage with local services to ensure clear understanding of purpose.
- All HBs to provide annual feedback to referrers.

3.2 Face to face contacts

Why we asked about this.

LPMHSS need to be arranged and resourced to offer accessible age appropriate assessments and short term interventions to meet the needs of children and young people in a developmentally appropriate manner.



The data on face to face contacts

Only a small number of HBs were able to gather this information. The median number was 11 per patient (from start of treatment to discharge).

We asked about the type of contacts and if there were areas of good practice in terms of increasing the number of contacts.

- All HBs offered face to face contacts.
- Several HBs had in place a telephone consultation service.
- One HB had in place link clinicians which strengthened interagency pathways to education, social care and others and able to rapidly respond to request for consultation.
- Several HBs were recruiting additional posts to increase the number of face to face contacts offered to children and young people.

Improvement actions for 2016/2017

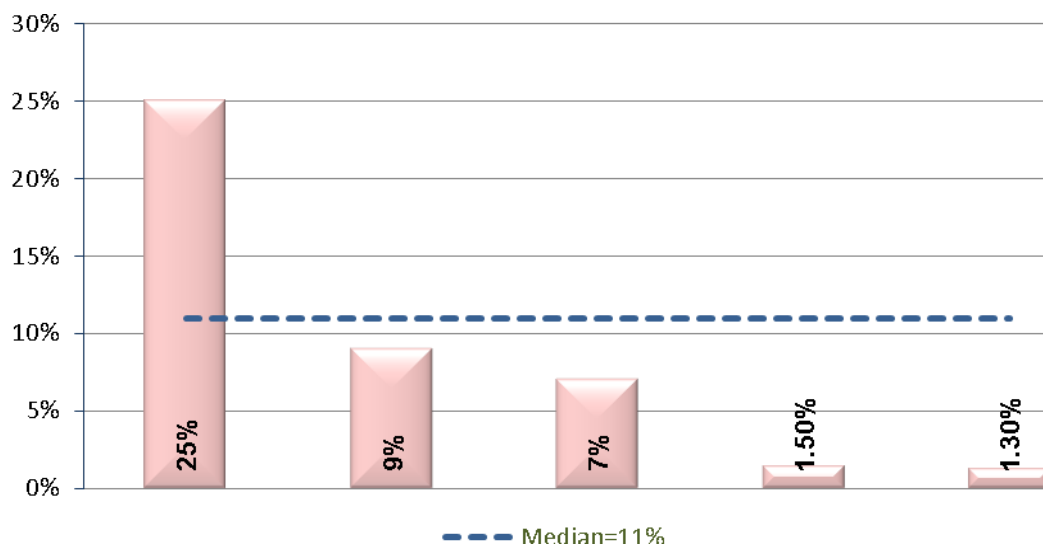
- All HBs to consider providing named or link clinicians to significant local services e.g. Schools, education, social services, third sector.

3.3 Rate of children and young people not attending appointments

Why we asked about this.

LPMHSS need to support and enable children and young people to attend their planned appointments; any missed appointments could affect the well being of the child or young person or waste resources.

The data on children and young people not attending appointments



What the data tells us

- Median number of children and young people not attending appointments was 11%.
- Average number of children and young people not attending appointments was 9%.
- Number of children and young people not attending appointments ranged from 1% to 25%.

We asked if there were areas of good practice in terms supporting children and young people to attend appointments.

- Several HBs are working on introducing more choice to families on convenient appointments.
- Several HBs agree follow up appointments with the family before they are booked.
- Several HB had in place or were introducing a text service to remind families of appointments.
- One HB had in place link clinicians which strengthened interagency pathways to education, social care and others.
- One HB had introduced rating scales after appointments to facilitate greater engagement and address any barriers to engagement as they arise.

- One HB had introduced open access to some services.
- Several HBs were providing alternative community venues for appointments.

Improvement actions for 2016/2017

- All HBs to consider introducing text service to remind families of appointments if not already in place.
- All HBs to engage with children, young people and families to review how access and attendance can be improved with a view to implement agreed changes in next 2 years.

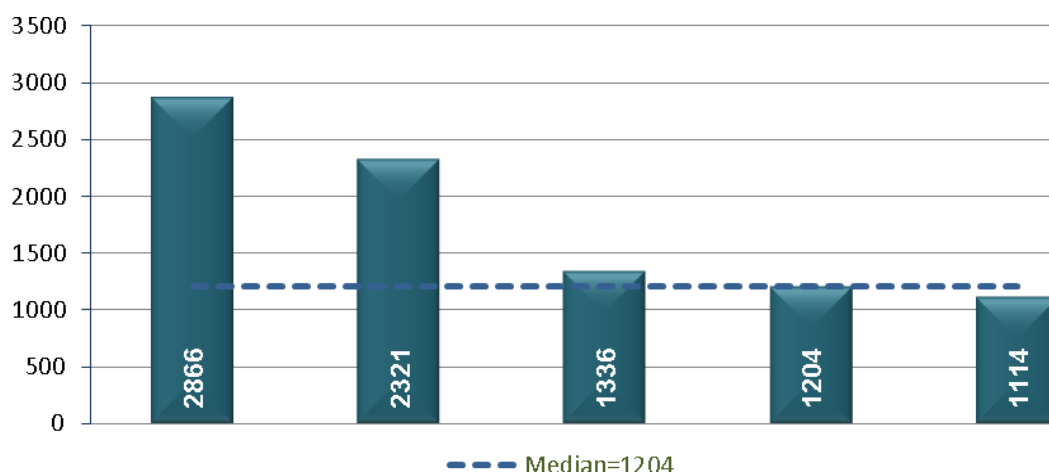
4. Specialist Child and Adolescent Mental Health Services

4.1. Caseload

Why we asked about this.

HBs need to understand the numbers children and young people currently under the care of their sCAMHS in order to ensure that they are meeting the needs of their local populations.

The data for caseload of per 100,000 population



What the data tells us

- Median number of children and young people on caseload was 1204.
- Average number of children and young people on caseload was 1355.
- Number of children and young people on caseload ranged from 140 to 2,866

We asked if there were areas of good practice in terms of collecting caseload data

- Many HBs confirmed that the data appeared accurate but reflected this information was often manually collated.

Improvement actions for 2016/2017

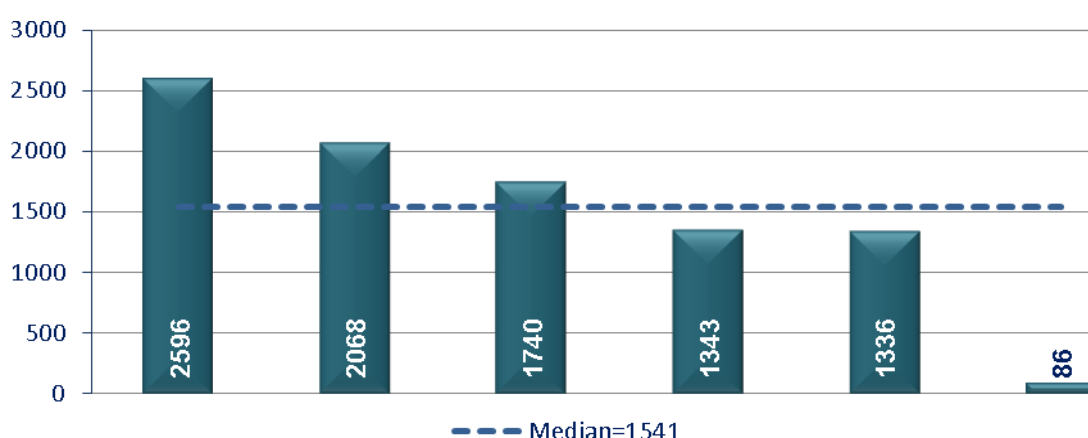
- All HBs to collect this information in a consistent manner.

4.2 Referrals

Why we asked about this.

HBs need to understand the local demand for sCAMHS in order to ensure that there is enough capacity within their services.

The data referrals received per 100,000 population



What the data tells us

- Median numbers of referrals were 1541 per 100,000 population.
- Average numbers of referrals were 1528 per 100,000 population.
- Number of referrals per 100,000 population ranged from 86 to 2,596.

We asked if this data accurately reflected current referrals

- Many HBs confirmed that the data appeared accurate.
- One HB was unable to separate primary and secondary care data.
- Several HBs were unable to separate Neurodevelopment referral data.

Improvement actions for 2016/2017

- Core referral criteria for sCAMHS to be agreed on an all Wales basis. All HBs to separate Neurodevelopment referral data.
- All HBs to collect this information in a consistent manner.

4.3 Referral Acceptance Rate

Why we asked about this.

HBs need to understand the acceptance rate for sCAMHS in order to ensure eligibility criteria is not posing a barrier for those children and young people needing assessment.

The data for referral acceptance rates

What the data tells us

- Median number of referrals accepted into services was 56%.
- Average number of referrals accepted into services was 59%.
- Number of referrals accepted ranged from 29% to 100%.

We asked if there were areas of good practice in terms of raising the profile of sCAMHS

- Several HBs were recruiting additional staff in order to increase the capacity of sCAMHS to accept an increase in referrals.
- One HB was re-launching the referral guidance to local stakeholders.

Improvement actions for 2016/2017

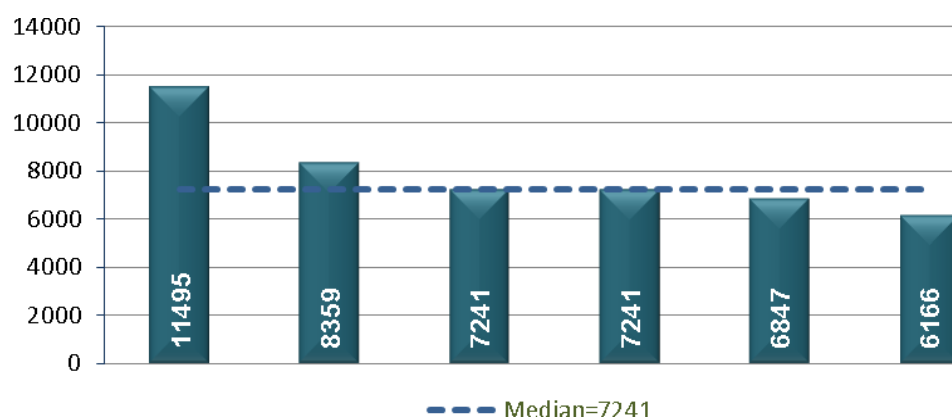
- HBs to review and launch health board referral guidance to local stakeholders (health, education and third sector partners) following on from the national agreed criteria.

4.4 Face to face contacts

Why we asked about this.

sCAMHS need to be organised and resourced to offer the most appropriate care as possible in the manner that meets the needs of children and young people.

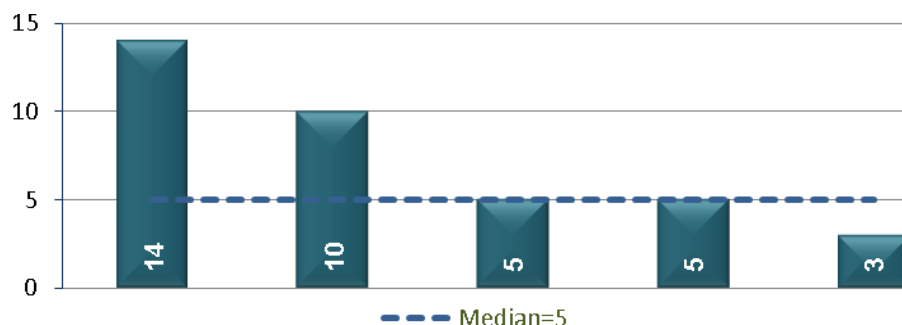
The data for face to face contacts per 100,000 population



What the data tells us

- Median number of face to face contacts per 100,000 population was 7,241.
- Average number of face to face contacts per 100,000 population was 7,892.
- Number of face to face contacts per 100,000 population ranged from 6,166 to 11,495.

The data for number of face to face contacts per child or young person



What the data tells us

- Median number of face to face contacts per child or young person was 5.
- Average number of face to face contacts per child or young person was 7.4.
- Number of face to face contacts per child or young person ranged from 3 to 14.

We asked about the number of face to face contacts sCAMHS had with children and young people and if there were areas of good practice in terms of increasing the number of contacts.

- All HBs offered face to face contacts.
- Nearly all HBs were recruiting additional staff to offer more face to face contacts.
- Several HBs were extending some services to offer 7 day support.
- One HB was developing integrated pathways for vulnerable populations.
- One HB was developing a joint adult/CAMHS 24hr urgent care model.

Improvement actions for 2016/2017

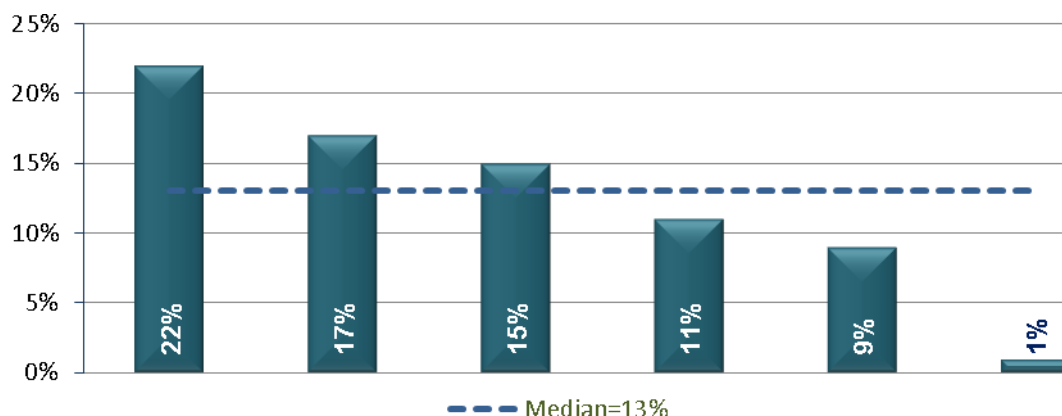
- All HBs to describe the 7 day support for crisis services and actions to ensure awareness of services by partners.

4.5 Rate of children and young people not attending sCAMHS appointments

Why we asked about this.

sCAMHS need to support and enable children and young people to attend their planned appointments; any missed appointments could affect the well being of the child or young person or waste resources.

The data on children and young people not attending appointments



What the data tells us

- Median number of children and young people not attending appointments was 13%.
- Average number of children and young people not attending appointments was 13%.
- Number of children and young people not attending appointments ranged from 1% to 22%.

We asked how services were supporting children and young people to attend appointments

- Several HBs are working on introducing a greater choice to families over appointment times.
- Several HBs had in place or were introducing a text service to remind families of appointments.

Improvement actions for 2016/2017

- All HBs to consider introducing text service to remind families of appointments if not already in place.
- All HBs to consider introducing choice appointments.
- All HBs to engage with children, young people and families to review how access and attendance can be improved with a view to implement agreed changes in next 2 years.
- All HBs to liaise with the referrer when a Child or Young Person does not attend an appointment.

5 Quality and Outcomes

5.1 Health and well being outcomes

We asked HBs to consider how they will evidence that services are improving the health and well being of children and young people

- Several HBs are developing outcome measures in line with the Choice and Partnership Approach (CAPA) or Improving Access to Psychological Therapies (IAPT).
- The majority of HBs referenced compliance with the Mental Health (Wales) Measure 2010 as a determination of positive outcomes.
- One HB was evaluating the use of Goal Based Outcomes (GBOs)
- One HB was working in collaboration with the local authorities Emotional Health and Wellbeing Team.
- One HB was using patient stories to follow their 'journey' through care.

Improvement actions for 2016/2017

- All HBs to develop action plan to introduce GBOs as a measure of improved health and well being in children and young people.

5.2 Service efficiency

We asked HBs to consider how they will evidence that services are efficient and effective

- Several HBs are developing performance dashboards.
- Several HBs were using the CAPA processes to evidence throughput, discharge and re-referral rates.
- One HB had introduced a comprehensive set of performance and outcome indicators for their new Early Intervention and Support Service.
- One HB was mapping services facilitated by other providers to avoid duplication of interventions.
- One HB was undertaking workforce evaluations to ensure the right people are delivering the right service at the right time.

Improvement actions for 2016/2017

- HBs to develop action plan for introduction of a consolidated performance dashboard reviewing service safety, effectiveness, efficiency and staff wellbeing.

5.3 Training

We asked HBs to identify whether 90% (or above) of staff who have contact with children and young people have updated their safeguarding training.

- One HB had reached 95% level 3 safeguarding.
- Several HBs were enhancing their internal training programmes.

Improvement actions for 2016/2017

- All HBs to achieve 90% level 3 safeguarding compliance.

5.4 Advocacy

We asked HBs to improve access to advocacy for children and young people and their carers and families

- Several HBs did not currently commission advocacy provision.
- Several HBs were working with external advocacy groups to raise the profile of advocacy within services.
- One HB was working with their staff to ensure their role as advocates of the children and young people they care for was recognised.

Improvement actions for 2016/2017

- All HBs to improve access to advocacy for children and young people and their carers' and families.

5.5 Satisfaction with services

We asked HBs to measure and report on children and young persons (and their carers' and families) satisfaction with services

- One HB used questionnaires to collect feedback on services.
- One HB used the CAPA scale to undertake regular satisfaction audits.
- Several HBs did not currently commission advocacy provision specifically for children and young people.
- One HB was working with the Children's Rights Unit to actively involve service users in the planning, design, delivery, monitoring and evaluation of CAMHS.
- One HB was using the Improving Quality Together silver qualification process to develop new methods of collecting and using feedback.

Improvement actions for 2016/2017

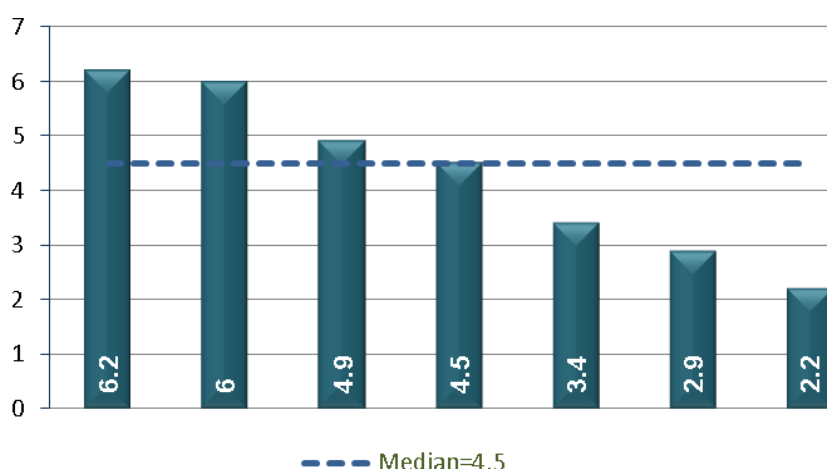
- All services to develop plan for obtaining service satisfaction measures from Children, Young people and families and referrers.

5.6 Workforce

We asked HBs to measure and report on workforce profile

- There was wide variation in the workforce data which may be indicative of data capture systems. (see example table below)
- Where staff worked across areas HBs were unable to separate out sessions or portions of roles.
- Several HBs did not/ could not separate sickness/absence data for sCAMHS staff.

Consultant Psychiatrists per 100,000 population (example chart)



Improvement actions for 2016/2017

- All HBs to consider using the CAPA scale, or equivalent, to undertake staff satisfaction audit.
- All HBs to account for all roles, sessions or portions of roles undertaken as sCAMHS.
- All HBs to collect establishment, vacancies, sickness/absence data for sCAMHS.

6 Conclusion

- There are pockets of good practice in Wales in all aspects of CAMHS and initial focus should be on cascading these across Wales.
- The information demonstrates that CAMHS staff are motivated to improve service provision.
- Data collection proved a real challenge for many HBs and corporate HB support is required to ensure that CAMHS staff have access to the right data at the right time to inform service planning and provision.

- Data on outcomes and engagement is required to ensure services are effective, efficient and meeting the needs of children and young people.
- The Welsh Government has provided significant additional recurring investment into CAMHS of £7.65million. These additional monies must be targeted by HBs at improving access to services and at addressing areas of variation.

7 Next Steps

- The annual NHS Benchmarking CAMHS data collection exercise will be utilised as the ongoing process to capture consistent data across NHS Wales and demonstrate improvement.
- The Framework for Improvement has documented outcomes, activity and other information to be consistently collated across Wales in order to reduce variation and enable progress monitoring.
- All HBs will consider how best to address the variations highlighted in this audit.
- All HBs will consider how best to adopt the good practice identified through this audit. To assist in this process a good practice sharing event will be facilitated by the Specialist CAMHS Planning Network.
- The improvement actions set out in this audit report will be consolidated into the Framework for Improvement and as part of that process all HBs will be requested to provide an annual statement demonstrating progress.
- All CAMHS clinical leaders in Wales have committed to adopting the Choice and Partnership Approach.
- WHSSC is offering to commission specialist training on behalf of HBs on a Once for Wales approach. Initial areas being considered with HBs include eating disorders, independent prescribing, autistic spectrum disorder and attachment.

North Wales Adolescent Services (NWAS)

Background

Welsh Health Specialised Services Committee (WHSSC) currently commission 12 CAMHS beds from Betsi Cadwaladr University (BCU) Health Board on a single ward basis as part of the North Wales Adolescent Service at Abergele Hospital. A second ward with up to 7 beds has only rarely been used on ad hoc basis since it closed as Psychiatric Intensive Care Unit (PICU) ward prior to 2010.

BCU developed an intensive community support team (KITE) in 2013/14 and this has operated alongside the inpatient service from Abergele Hospital. Following additional investment from Welsh Government the team will be expanded to create dedicated support to community teams in the East and the West and operate on extended hours as a 7 day week service. The full impact of this development is not clear yet as the recruitment to new posts is in its final stages and the operational development over the expanded footprint is being implemented.

The number of Out of Area (OoA) admissions from North Wales continues to be significantly greater than the South and it is hoped these new arrangements will start to have a similar impact to the intensive support teams across South Wales in the near future.

WHSSC Response

In order to consider the impact of the new operational model and in response to the continued high level of use of Tier 4 CAMHS services in the North, WHSSC are holding joint strategic planning discussions with BCU. The aim of this work is to assess the longer term needs for Tier 4 CAMHS services for the North Wales population. The review is using both the Needs Assessment work published by PHW and the historic demand and capacity information held by both WHSSC and the health board.

The information will be used to review the current service provision right across the CAMHS pathway and determine the priorities for service change.

Options for second ward

It was clear from the start of this review that a priority for early consideration was the future of the second ward. The NWAS developed an options appraisal looking at potential alternative uses and early discussions have been held by the group on a draft options paper. WHSSC and BCU commissioner representatives will discuss the options in further detail at the next CAMHS commissioning meeting in mid December.

SPEED Team

BCU have recently launched a new development with a focus on Eating Disorders (ED). This new central virtual team brings together CAMHS and paediatric colleagues and will support the three localities in early identification of ED issues.

NWAS Activity

The NWAS inpatient service has been operating in line with WHSSC targets since the start of the year in April with year to date occupancy of 97% (95% target) including home leave

and 70% excluding home leave (70% target) and in addition has occasionally utilised the second ward on an informal basis to stop potential OoA placements for existing patients.

The service does use a high proportion of its beds for patients with a primary ED diagnosis (7 of the 12 current patients) and a long average length of stay which is more typical of ED patients with 4 of these patients being admitted more than 12 months ago. In the recent national benchmarking data this led to the unit having the highest cost per patient episode in the UK. This may be a reflection of the special interest in ED of the lead clinician. The unit is basically functioning on a 1 in 1 out basis with equal number of admissions and discharges over the first seven months of the financial year.

Out of Area Admissions

Due to the limited NWS bed availability the number of OoA placements from North Wales continues to be greater than the rest of Wales put together. There have been 14 OoA CAMHS placements during the year to date with 10 discharges (8 home, 1 NWS and 1 Social Services) and 2 FACTS patients.

As at the 1st December 2016 there are 4 CAMHS OoA placements all placed with providers in North West England. 1 of these patients is in specialist long stay ED bed and the other 3 (suicide risk) are due to capacity constraints.

Summary

It is important to understand both the current situation and potential future demand when determining priorities for service developments. The impact of the new Welsh Government investment and expansion of KITE should reduce the demand for inpatient beds in line with the early indications from South Wales. In addition the enhancement of community ED services will also help reduce the number of ED patients needing inpatient care and have subsequent impact on NWS length of stay.

The combination of the above leads to the current assumption that additional beds will not be required in NWS over the longer term and the preferred option for the second ward at present is to open a day unit to fully deliver the CAMHS ED pathway in line with the 'Maudsley' model. There is currently little support to increase the number of commissioned Tier 4 beds especially given potential spare capacity in Ty Llidiard in South Wales.

C A Shortland
CAMHS Planning Lead
WHSSC
01/12/16

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Agenda Item 5.2

To:

Children, Young People and Education Committee

The National Assembly for Wales, Senedd, Cardiff

Inquiry into Education Improvement Grant: Gypsy, Roma and Traveller, and Minority Ethnic Children

December 12th 2016

Dear CYPE Committee members,

Thank you for the opportunity to submit oral evidence to your inquiry on November 30th.

I feel very strongly that some of the evidence and answers to questions you have received during this inquiry have the potential to be misleading. I would welcome the opportunity to address many of the individual points made by particular witnesses and in the Cabinet Secretary's response but, in the meantime, I have put together a number of pieces of additional information which I hope will give you more insight into the reality of what is happening. **I appeal to you to see through the smoke of vested interests, alternative agendas and self-protection** that might be influencing some of the evidence and answers given, to the needs of CYP and their families.

I understand that the Inquiry's focus was on the EIG but the cuts to MEAG were part of a progressive trend in which the funding levels did not keep up with increases in pupil numbers and needs, even during years when the total fund was increased. **It is really important to consider the EIG changes in the wider context of what had happened before** and in the eighteen months prior to the introduction of the EIG. Some of your witnesses suggested that there has been little or no apparent impact on spend, staffing or provision in these areas since going into the EIG. This may be because the severest cuts were made during the previous eighteen months, so the amount of MEAG at the time of going into the EIG was considerably lower than it had been in 2013/14. This was the result of intentional strategic decisions made by the Welsh Government. Looking at changes *since* the introduction of the EIG, the impact has been much less significant, although projected reductions in the future EIG suggest that further cuts to these areas of provision may be inevitable if the current arrangement remains. (It is worth noting that some authorities appear to have diverted more funding towards maintaining the smaller pot for GRT provision and less to EMA provision.) Without an insightful review of the recent changes, there is absolutely no guarantee that the current 'direction of travel' will improve provision for these groupings of children and young people and, if anything, some of the additional evidence appended herewith points to a progressive deterioration.

I also believe **it is crucially important not to lose sight of the disproportionate impact of reductions on BAME/GRT staff levels since 2013/14**. This is one of the clearest indicators that Equality compliance considerations were inadequate and that, potentially, there has been **indirect discrimination on racial grounds**. If the law may have been broken, action to rectify this must be taken. The EHRC, the Welsh Government, Consortia and Local Authorities have not addressed this with sufficient rigour and we have to ask why that is the case.

A narrow focus on *outcomes* rather than *needs* for targeting interventions for these groupings of learners is extremely concerning. If a pupil arrives from another country with no English or Welsh, their 'academic outcomes' will not become apparent until an end of Key Stage assessment, or perhaps even longer if they are disappplied for two years, as many new arrivals are. This early period is a crucial time for them to receive intensive support and must be based on a *needs* assessment not an *outcomes* assessment. If we wait several years before assessing whether or not schools have done a good job in supporting these learners, it may be too late for them or, at the least, opportunities to enhance their progress through funded interventions and targeted capacity-building may have been missed. For some GRT CYP and early stage EAL/WAL learners, progress and the achievement of individual targets are more significant than raw academic outcomes.

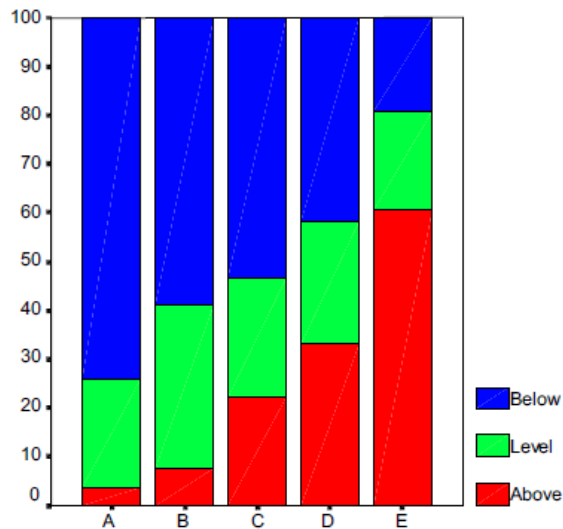
I was especially concerned at the evidence provided by the Director of Education for Cardiff and the WLGA. **In the context of an inquiry into impacts on provision for minority ethnic, Gypsy Roma and Traveller pupils**, the Director of Education emphasised the smallness of the GRT CYP grouping and the amount of money dedicated to their provision; he asserted that it is "increasingly inappropriate to see a subset of pupils as needing special funding, special treatment, teachers needing special skills" thereby devaluing specialist areas of professional expertise that have been built up over the past 25 years in Wales and revealing a lack of understanding of how the needs of many pupils are best met.

Instead, **he used the opportunity to highlight the needs of "White UK pupils, notably FSM boys"** as "a subgroup of pupils who are not making the progress they need to make". He contrasted this with the good progress of 'many minority ethnic pupils' but said only that "we can speculate about the reasons for that". FSM pupils (of which White UK pupils make up the vast majority) have had the PDG specifically 'earmarked' for raising their attainment since 2012/13. Between 2013/14 and 2015/16, as the MEAG was reduced and then merged into the EIG with the GRT Grant, the PDG was substantially increased. (In fact, prior to 2015/16, the PDG was not permitted to be used to support minority ethnic and GRT learners unless they were LAC or FSM, nor to tackle underachievement across the school, for example for EAL/WAL learners who were not FSM. See page 3 of <http://dera.ioe.ac.uk/19051/1/131216-pdg-short-guidance-for-practitioners-en.pdf>.)

White UK FSM pupils, notably boys, are not being overlooked and have, rather, dominated headlines and research studies on underattainment for several years now, so I think it needs to be asked why the director should deflect attention onto them in this Inquiry examining the needs of ethnic minorities.

There is no need to speculate why minority ethnic pupils, taken together as a whole grouping, make good progress between Foundation Phase and Key Stage 4. Research and data (e.g. Figure 20 below from EALAW/WAG, 2003: 16) have clearly identified that the proportion of minority ethnic pupils who are EAL/WAL learners make considerable 'value-added' progress over time as they develop greater proficiency in English/Welsh (from Stage A to E), leading to increases within particular ethnicities and to all ethnic minorities grouped together. It therefore makes sense to direct resources to enhance and hasten their EAL/WAL development as much as possible. This is a skilled and specialist area, in which all teachers need improvement and which best functions in partnership with trained, qualified specialist practitioners who have developed their expertise by working with individual learners.

Figure 20. EAL Stage and achievement of pupils above, on and below the expected level for their year group.



Many minority ethnic pupils who make good progress are very intelligent young people from well-educated, supportive, literate families with parents who are not in jobs commensurate with their qualifications and skill levels, leaving them on lower incomes. Their children succeed in school in part because of the supportive familial factors, but their route to success is not often easy and that ‘process’ should not be ignored by focusing simply on end result ‘outcomes’.

The Director’s assumption that ‘rebalancing’ central and school-based staffing with significantly greater delegation is the best way to promote better outcomes for these groupings of learners is questionable in the light of evidence included in the separate file ‘Learning Lessons from England and Cardiff’. Whilst I agree with his statements that: “anyone who’s teaching in a school or leading a school needs to understand how to work with diversity, be positive about diversity” and that we need Challenge Advisers who “are extremely well-briefed and professionally well-versed in what good practice looks like in working in a context of diversity”, I would challenge his assertions that “there is a danger in looking at the notion that we deal with the issues about approaching the achievement of one subset of pupils separate from looking at how we build a strong education system more broadly” and that “central retention by a specialist service is not the right way to address what I think is a more complex situation.”

It is not about ‘either/or’ but ‘both/and’. It simply requires particular pupil groupings and issues of need to be clearly identified, adequately funded and explicitly targeted within a stranded approach to building a strong education system – a genuinely inclusive system for a diverse population – where all partners take ownership and responsibility. I do not believe this will be achieved by generalising approaches to ‘all learners’, decreasing levels of dedicated funding, removing ring-fencing, reducing specialist staffing, shifting the focus from early assessment of needs to examining long-term outcomes, lessening accountability, removing central oversight and diminishing the flexibility of services to respond to ever-changing demographics. Devolution of money and decision-making to school leaders, many of whom lack in-depth understanding of these areas and have not given them priority attention in the past, is no guaranteed way to improve the capacity of schools or effectively meet the needs of individual learners, **especially if those school leaders are being asked**

to make choices between spending money on minority ethnic, Gypsy Roma and Traveller children or on White UK FSM pupils or the Foundation Phase.

The fields being examined in this Inquiry have been consistently underfunded, undervalued, underprioritised and underskilled for many years. In the current public climate of hostility towards minorities, now is not the time to further undermine them but rather to configure the way the new curriculum and the drives to raise Wales' attainment are moving, so they are explicitly inclusive and overtly supportive of best practices for these groupings of learners, as well as all others.

The papers accompanying this letter examine some arguments in a more substantive way, with personal accounts, data, and some suggestions as to ways forward. They include:

Learning Lessons from England and Cardiff

- evidence from England about the consequences for provision in the areas of minority ethnic achievement (MEA) and EAL following the abolition of EMAG in 2010, with subsequent delegation to schools, incorporating the findings of a 2012 NASUWT report, and personal accounts from professionals working in England;
- anonymised personal accounts about the impact of greater delegation of funding for MEA to schools in Cardiff, noting the sense of devaluation and fear that some staff members still feel;
- a description of Cardiff's position in local authority rankings derived from a comparison of attainment figures by ethnicity for each local authority, aggregated from 2009-2014.

Poverty, Ethnicity and the Pupil Deprivation Grant

- a critique of the approach to analysing data gaps by poverty and ethnicity, which is highly relevant in the light of the Welsh Government's assertion that the PDG will 'disproportionately' benefit pupils from some minority ethnicities, and comments made about White UK FSM pupils during the Inquiry. The critique raises questions about the 'narrowing the gap' approach.

Education for the Diverse People of Wales

- the Introduction and Executive Summary of a report written for the Education Minister's Advisory Group and education policy board in 2010, accounting for the work of the Ethnic and Cultural Diversity in Education subgroup (the ECD group), which I chaired from 2007-2009. The report highlights a number of issues about inclusive policy-making, mainstreaming and explicitly addressing needs in a new way within Welsh Government strategy. You will notice that many of the observations and recommendations chime with aspects of the broad direction that the Welsh Government has taken since that time but the report has a much more robust focus on Equality and on explicitly identifying strands of need and groupings of learners. The ECD group utilised a ground-up network to link with WG officials and identify specific action points for WG branches to integrate diversity matters into their workplans but it was not permitted to complete its work in 2010 and, as a result, the progress made and thousands of pounds of tax-payers' money were wasted. Had it been allowed to continue its work, it is my opinion that we would not have found ourselves in the current situation which is the topic of your Inquiry.

Recommendations from the 2003 EALAW Report on Ethnic Minority Achievement in Wales

- the set of recommendations of this study from pages x-xii and those from Section 1 page 9, illustrating points that were being made 13 years ago, many of which were not addressed for several years and some not at all. Several are pertinent to your current Inquiry. The reason for

including these is to illustrate the frustration that many professionals in this field have felt about marginalisation. The issues and needs have been clear for years but the dominant agendas of mainstream education have not fully incorporated them within their priorities and strategies, thereby holding back progress in these fields of work. The key point is that the recommended actions are needed in addition to – not instead of – the specialist provision being offered.

Suggested Recommendations

- a set of suggested recommendations for a way forward in your review. Having considered very carefully the various pieces of information presented by the witnesses, and the evidence I have discovered myself through FOI, I have made a set of recommendations about how an approach focused on 'needs', 'process' and 'outcomes' might resolve some of the current concerns and improve provision in Wales for Gypsy, Roma and Traveller, and Minority Ethnic children and young people in Wales. The recommendations cover Strategy, Funding, Training, Organisation of Provision and Targeting, Training and Capacity-Building and Equality Compliance.

I hope you find these additional pieces of information helpful.

Yours sincerely

Jonathan Brentnall

EDUCATION FOR THE DIVERSE PEOPLE OF WALES

Draft report of the work of the DCELLS Ethnic and Cultural Diversity sub-group 2007-2009 Primary Focus on Children and Young People in Schools

Prepared by Jonathan Brentnall
Chair Ethnic and Cultural Diversity sub-group
May 2010 (first draft presented to MAG)
January 2011 (final consultation draft)

Executive Summary

i. Introduction

This report describes the work of the Ethnic and Cultural Diversity sub-group (ECD group) of the MAG Additional Learning Needs and Inclusion (ALNI) Panel, between 2007 and 2009, when it ceased with the demise of the ALNI Panel.

The ECD group was set up to provide advice to the ALNI Panel on:

- issues arising from the ethnic, cultural, linguistic, faith and belief diversity of Wales which impact on provision of Education, Lifelong Learning and Skills;
- provision and support for those of minority ethnic backgrounds where their needs are significantly different in nature or extent from those of the majority population, or where current mainstream provision is not adequately meeting needs;
- equality of educational opportunity, access and attainment.

Section 1, *Introduction*, provides background information on the ECD group and makes reference to the wider social and economic situation which impacts on diversity and education in Wales.

Section 2, *Diversity and Equality in Schools - What the figures say*, contains an analysis of available education data by ethnicity and other pupil characteristics to identify any differentials or inequalities between groupings. Some of the data are presented in charts and tables in Appendix 4 at the end of the report.

Section 3, *Work carried out by the ECD group and its network*, contains a summary of the main work of the ECD group and its consultative network. The network of external experts and practitioners provided extremely valuable insights into situations at grassroots level and highlighted many issues of importance which were discussed in depth and were then developed towards a set of Action Points. Examples are provided. This section also describes a number of recurrent themes that emerged during discussions which shed light on why the needs of people from all sections of Wales' population are not being adequately addressed in policy and provision.

Section 4, *Ideology and Identity: key areas of concern*, contains a discussion, written by the ECD group chair, of some of the salient points concerning the way in which the diversity of Wales' population is conceptualised and categorised; the potential for different interpretations of Wales' heritage, traditions, cultures and languages; and the tension between supporting a common national identity, distinctive group identities and the right to an individual identity.

ii. Key points from data

1. 92% of the school population in Wales is recorded as being of White British ethnicity. The other 8% is divided between over 100 different ethnicities.
2. North-west and mid-Wales have the least ethnic diversity with the largest proportions of pupils being of White British/Welsh background. Pupils from ethnic backgrounds other than White British/Welsh attend schools in all 22 local authorities. The largest proportion lives in Cardiff, followed by Newport and Swansea. Smaller percentages, below 5%, attend schools in all other authorities. The ethnic breakdown of each authority also differs.
3. The recorded numbers of pupils in Wales from a range of backgrounds other than White British have progressively increased during the past decade.
4. Pupils in Wales use over 100 different languages and over 140 different dialects between them.
5. No data on pupils' faith backgrounds are currently collected at a national level.
6. There are 22,265 pupils who are known to be learning English as an Additional Language (EAL) in 2010. At least 18,840 of these pupils need targeted support to access the curriculum and develop their language proficiency to guarantee their legal entitlement to a full education. A small proportion of these pupils attend Welsh-medium or Bilingual Welsh-English schools and require support to learn both English and Welsh for curriculum learning.
7. There are substantial differences in attainment figures for pupils grouped by ethnicity. Chinese or Chinese British, Mixed White and Asian, Indian and Any Other Asian groupings have the highest percentages of pupils attaining the expected levels. The gaps between the highest and lowest attaining groupings are considerable and indicate unacceptable inequalities of educational outcome for certain backgrounds, particularly Gypsy/Roma, Traveller of Irish heritage, Black African, Black Caribbean and Mixed White and Black Caribbean.
8. There is considerable variation in the gender attainment gap between ethnic groupings, with Pakistani, Any Other Black, Any Other Mixed, Bangladeshi and Gypsy Roma backgrounds all having substantially greater than average gaps between girls' and boys' attainment at KS4.
9. Free School Meal (FSM) entitlement varies considerably between ethnic groupings. FSM entitlement for Gypsy/Roma, Irish Traveller and Black African heritage pupils is well over three times the national average whilst the Indian, Chinese, Any Other Asian, Any Other White and White British groupings are all below average. Not all groupings show an equally strong correlation between socio-economic background and attainment.
10. Comparison across all Key Stages shows that the attainment gaps by ethnicity are larger than those for FSM entitlement and gender.
11. Exclusion figures for Wales reveal racial inequalities, particularly for pupils of the Black, Mixed and Any Other ethnic groupings, who are more likely to be excluded than pupils from other backgrounds.

12. There is some variation between absence rates analysed by ethnicity, most significantly for Travellers of Irish heritage and Roma/Gypsy backgrounds.
13. A correlation between higher attendance and higher attainment is borne out for several groupings but not for all. For example, Black African, Black Caribbean and Any Other Black groupings have average or above average overall attendance figures but below average attainment.
14. 22% of pupils are recorded as having a Special Educational Need (SEN). The White British grouping is 0.1% above this figure. The figures for Pakistani, Black Caribbean and Mixed White and Black Caribbean heritage pupils are all higher and those for Gypsy/Roma and Traveller of Irish heritage pupils are much higher. All other groupings are below average. Issues of SEN misdiagnosis for pupils learning additional languages may contribute to some underrepresentation.
15. The teaching workforce is not representative of the diversity of the whole population. There is a much higher proportion of White teachers than those of non-White backgrounds.

iii. Key points arising from ECD network consultations

- a. The needs of Wales' diverse population must be addressed across the WAG structure in a more discriminating way, as opposed to locating the primary responsibility for policy development for 'minorities', as distinct from a notional majority, within branches with a restricted policy remit.
- b. Some groupings of pupils have distinct and very pressing needs, which must be addressed directly by adequately funded, targeted provision.
- c. The development of a single stranded Minority Ethnic Achievement Strategy, as originally proposed in the Learning Country, would be both inadequate and inappropriate for addressing all pupils' diverse needs within a coherent, mainstreamed framework.
- d. The needs of pupils from minority ethnic backgrounds would be better addressed together with those of majority ethnic pupils in an inclusive mainstreamed strategic approach which is stranded and differentiated to take full account of pupils' diverse needs and to address the key issues associated with particular pupil characteristics.
- e. Much more effective joint working is needed at all levels from the Welsh Assembly through Local Authorities to schools and communities.
- f. The partnership models advocated in the School Effectiveness Framework must become fully developed in relation to diversity and equality matters to ensure effective provision for all pupils.
- g. Children and Young People's Partnerships need to include representation of people of different backgrounds and/or those with specialist understanding of diversity and equality, in order to ensure that issues are addressed and followed through into frontline provision.
- h. Strong Leadership and a Positive Ethos in education institutions are essential for promoting understanding of diversity and a commitment to equality for learners.

- i. Socio-economic Background, issues of Health & Well-being and Language are amongst the most significant cross-sector and inter-departmental areas needing to be addressed at strategic national and local authority levels to promote greater equality between learners.
- j. Raising Achievement Outcomes, providing Training for all Education Staff, developing Secure Funding and producing best practice Guidance on Pedagogy and Targeted Provision are amongst the highest priorities for education.
- k. The many different issues identified by the ECD group relate to a wide range of policy areas which need to be addressed by different Assembly divisions and branches.
- l. Action Points defined by the ECD group call for a wide range of outputs or changes including: data analysis, research, training, guidance, programme initiatives, mechanisms to promote better communication and joint working. Some require action by the Welsh Assembly, others by Local Authorities, schools, voluntary sector and community organisations and non-governmental agencies.
- m. The 'distance' between policy-makers and the real issues to be addressed by policy and provision needs to be reduced by promoting wide participation, knowledge-sharing and ongoing professional development, including real-world experience of diversity, person-to-person contact and ICT-based networking.
- n. There are weaknesses in the processes of policy development and Equality Impact Assessment which allow issues affecting individuals, groups and communities to be overlooked, particularly those of minority backgrounds.
- o. A coherent strategic overview of education policy and initiatives is sorely needed to improve the quality of public service provision for all citizens in Wales' diverse population.
- p. There is a need to follow through the very positive high level aims and commitments in One Wales, the Single Equality Scheme and Rights to Action to ensure that they are realised in lower level policies, implemented at local authority level and then brought into reality at the level of citizens 'on the ground'.
- q. Messages about linguistic diversity in Wales are not consistent between WAG policies. There is a strong tendency to marginalise languages other than English and Welsh and overlook the cultural, academic and economic potential that exists in the multilingual population.
- r. There is some ambiguity and inconsistency of interpretation, in other policies and initiatives, of the commitments to pluralism and multiculturalism in One Wales. Concerns relate to:
 - the way in which the diversity of Wales' population is conceptualised and categorised;
 - the potential for exclusive interpretations of Wales' heritage, traditions, cultures and languages;
 - the tension between supporting a common national identity, distinctive group identities and the right to an individual identity.
- s. With the demise of the ECD group and its network, the valuable work which was begun remains unfinished. There is no comparable mechanism for WAG policy-

makers to engage with experts and practitioners to benefit from well-informed advice about ethnic, cultural, religious and linguistic diversity on an ongoing basis.

iv. Recommendations

- 1)** Establish a Task and Finish group to identify datasets across DCELLS policy areas which should be routinely analysed by ethnicity and other pupil diversity characteristics in both single and multi-stranded ways; aggregating figures over time, where necessary, to make data more robust and to overcome disclosure restrictions.
- 2)** Commission carefully targeted research into several of the most significant disparities identified in data.
- 3)** Commission a study into the assessment and diagnosis of SEN for pupils who are learning English and Welsh as additional languages.
- 4)** Consider the development of an inclusive, co-ordinated mainstream strategy for raising attainment by addressing the main factors impacting on all pupils' achievement; clearly stranded and differentiated to take account of diversity by targeting specific issues and relevant groupings.
- 5)** Promote initiatives to increase entry into the teaching profession of people from backgrounds which are currently under-represented.
- 6)** Formalise a mechanism with the DCELLS Equality Steering Group to feed issues identified by the ECD group into policy area workplans through the SES.
- 7)** Consider establishing a permanent network of external expertise on diversity and equality (to replace the ECD network) which can act as a consultative forum for WAG policy officials, through direct face-to-face or ICT-based engagement.
- 8)** Establish a means of monitoring the way in which diversity and equality issues are addressed across DCELLS policies, and the forms of language in which they are expressed.
- 9)** Define a role within DCELLS for maintaining a strategic overview of policy and initiatives to coordinate work, avoid duplication and facilitate effective joint-working, with particular attention to diversity and equality issues.
- 10)** Modify the approach to Equality Impact Assessment in the Inclusive Policy Making gateway to ensure that all officials take diversity into account *from the outset* of all policy development. The question 'Who am I writing this policy for?' should be addressed as the starting point of policy design with the standard response being 'The diverse people of Wales'.
- 11)** Establish a working group to define a clear, non-essentialist, critical multiculturalist position to inform the thinking and wording of WAG strategies, policies and practitioner guidance.

CYPE Committee: Learning Lessons from England and Cardiff

Jonathan Brentnall

Introductory Comments

Section 1 – NASUWT report

As mentioned in earlier evidence papers, the abolition of the MEAG and GT Education Grant in Wales follows a similar move in England in 2010. In 2011/12, the NASUWT carried out a survey and produced a report to evaluate the impact of the changes. The Executive Summary is included in Section 1 below. The full report can be found here:

https://www.naldic.org.uk/Resources/NALDIC/Research%20and%20Information/Documents/EMAG_Survey_Report.pdf . It's findings are stark.

Section 2 – Accounts from England

I maintain regular contact with professional colleagues in the field in England and asked some of them (from London, the north and east of England) to comment on the changes there and what impacts they have perceived on provision for ethnic minorities and additional language learners. I have incorporated their comments in Section 2, along with some statistics showing a drop in the percentage of EAL learners and several minority ethnicity groupings attaining the KS4 inclusive target outcome in 2014/15, whilst the figure for English first language and White British majority pupils rose. The overall picture from England is far from positive and begs the question why Wales should choose to follow England's lead.

Section 3 – Local Authority Comparison and Personal Viewpoints on Changes in Cardiff

Of all the Local Authorities in Wales, Cardiff has moved the furthest towards the English model and, in Section 3, I have included some personal accounts of the consequences of delegation to schools in Cardiff. Whilst these viewpoints may not be representative of all practitioners, the picture they present contrasts markedly from that put forward by the Director of Education for Cardiff in your Inquiry about the benefits of delegation. I have also included some findings from an analysis of data aggregated over 5 years from 2009-2014 for Wales, which indicates that Cardiff's outcomes for several minority groupings are amongst the lowest in Wales. For all minority ethnicities taken together they are the lowest of all the authorities in Wales. The data clearly indicate that Cardiff is not leading the way in minority ethnicity outcomes and suggest that much greater investment is needed in funding, staffing, training and capacity-building if improvements are to be made.

SECTION 1

NASUWT (2012) Ethnic Minority Achievement (extracts)

INTRODUCTION

The development of effective provision to support the progress and achievement of black and minority ethnic pupils and those with English as an Additional Language is a hallmark of a genuinely inclusive education system in which all children and young people are given the fullest possible opportunity to make the most of their potential as learners.

Since May 2010, the Coalition Government has pursued a policy of economic austerity in which cuts to public spending have been a key feature.

During that time, there has been a significant increase in feedback from teachers about reductions in the extent of provision of services to support ethnic minority achievement and pupils with English as an Additional Language.

Reports from school leaders, specialist staff working in schools and local authorities, and from classroom teachers of the scaling-back of services have become more frequent and have highlighted a growing range of concerns.

The NASUWT has investigated changes at school and local authority level and has assessed the impact of these on the work of teachers, school leaders and ethnic minority achievement and English as an Additional Language specialist staff, as well as on the educational opportunities made available to the pupils they teach.

This investigation involved:

- desk research;
- a quantitative survey of the experiences and perspectives of school leaders on the impact of changes to ethnic minority achievement and English as an Additional Language policy and practice; and
- qualitative feedback from school leaders and ethnic minority achievement and English as an Additional Language specialist staff on recent trends in provision.

EXECUTIVE SUMMARY

- The evidence emphasises the importance of ensuring that the education system is able to benefit from specialist ethnic minority achievement and English as an Additional Language staff, including qualified teachers, who have access to high-quality and well-resourced professional, career and pay development opportunities, supported by effective processes for the management of their performance.
- Teachers with responsibility for ethnic minority achievement and English as an Additional Language should be deployed in contexts within which they have the time, space and capacity to focus on activities that make the best possible use of their distinctive professional skills and expertise.
- Securing good-quality provision depends on the establishment of mechanisms that seek to ensure that resources made available to support each services are used for the purposes for which they are intended and are not diverted to support other areas of activity.
- Local authorities have a significant role to play in providing strategic oversight of provision and supporting school-level practice.
- Local authorities have taken a leading role in the provision of these services and developed specialised ethnic minority achievement and English as an Additional Language services located within local authorities, as well as the development of specialised pedagogies.
- 'Ring-fencing' of the Ethnic Minority Achievement Grant provided an important incentive for schools to buy-back resource-intensive ethnic minority achievement and English as an Additional Language services from local authorities.

- Ring-fencing combined with significant increases in per-pupil funding levels of over £1000 per relevant pupil in real terms between 1997 and 2006 resulted in the retention by many local authorities of comprehensive, high-quality ethnic minority achievement and English as an Additional Language services.
- Key aspects of the Coalition Government's policy agenda have begun to affect significantly these longstanding features of ethnic minority achievement and English as an Additional Language provision.
- The decision of the Department for Education (DfE) to end the ring-fencing of Ethnic Minority Achievement Grant funding, from 2011/12, and incorporate it into the Dedicated Schools Grant has given schools complete decision-making power over the uses to which the proportion of the Dedicated Schools Grant, comprised of the former Ethnic Minority Achievement Grant funding allocated to them, can be put. This has ended the requirement on schools to ensure that the funding is allocated to supporting the needs of black and minority ethnic or English as an Additional Language learners.
- Pressure on local authorities has intensified as a result of the diversion of the proportion of Dedicated Schools Grant funding to academies and free schools that would otherwise have been available to fund central local authority ethnic minority achievement and English as an Additional Language services.
- In schools where devolved Ethnic Minority Achievement Grant funding was available, the discontinuation of ring-fencing may result in a deterioration in the scope and scale of ethnic minority achievement and English as an Additional Language provision.
- Where core local authority funding has been used to support ethnic minority achievement and English as an Additional Language services, this funding will also come under significant pressure given that it is likely to be regarded as a discretionary rather than a statutory area of activity, notwithstanding the ongoing legal duty on local authorities to promote equality and community cohesion.
- Incorporation of the Ethnic Minority Achievement Grant into the Dedicated Schools Grant places at risk the ability of the education system to continue to close achievement gaps and to build on the progress secured under previous arrangements.
- Evidence from school leaders and teachers suggests that the impact of changes to funding arrangements for ethnic minority achievement and English as an Additional Language services has been to put the future of these services at risk.
- Interviews and scrutiny of local decisions on the devolution of former Ethnic Minority Achievement Grant funding suggests that the concerns set out elsewhere in this Report about the pressures on local authorities to retain less funding are becoming evident in practice.
- Even where former Ethnic Minority Achievement Grant funding has been retained, pressures on local authority budgets are leading in some instances to a reduction in the contribution to ethnic minority achievement and English as an Additional Language services secured from core local authority budgets.
- Over a third of school leaders confirm that resources for ethnic minority achievement and English as an Additional Language provision across their local authority are decreasing, with resources being diverted towards other activities.
- A third of school leaders confirm that local authority support for black and minority ethnic and English as an Additional Language pupils has become more difficult to access over the past year.
- Evidence indicates that it is unlikely that schools will be in a position to address shortcomings in provision from their own budgets.
- When asked to predict future changes to the proportion of their schools' budgets allocated to securing ethnic minority achievement and English as an Additional Language services, almost half of school leaders expressed the view that allocations of funding for these services would be likely to decline.
- Evidence confirms that cost pressures have led to redundancies among ethnic minority achievement and English as an Additional Language teachers in their schools; 19% of school

leaders reported that they were aware of redundancies of such staff in their local authority or in other schools in their local authority area.

- Half of school leaders stated that pressures on schools to meet the needs of English as an Additional Language pupils had increased over the past year, with a further 65% stating that current resources were insufficient to meet these demands.
- Reductions in the extent of ethnic minority achievement and English as an Additional Language provision are occurring at a period when demand for such services is increasing.

CONCLUSIONS

The findings of the NASUWT's investigation into the impact of Coalition Government policy on the quality and scope of ethnic minority achievement and English as an Additional Language services suggest strongly that the negative consequences for learners and staff anticipated by the Union are becoming an increasingly prominent feature of the education system in England.

The evidence gathered by the NASUWT indicates that levels of identifiable funding for ethnic minority achievement and English as an Additional Language provision are declining and that the ending of dedicated resourcing of this provision through the abolition of Ethnic Minority Achievement Grant is leading to resources being diverted away from ethnic minority achievement and English as an Additional Language services to other areas of activity due, at least in part, to increasing financial pressure on school and local authority budgets and to a decline in the strategic influence of local authorities in this area.

As a result, specialist ethnic minority achievement and English as an Additional Language teachers and other specialist staff are being made redundant or seeing their job security eroded. Those remaining in post are confronted by increasing demands for their services in a climate where the resources available to them to meet these demands are coming under increasing pressure.

More detailed investigative work is planned to consider more fully the extent of the impact of the changes in policy and practice set out in this report and the impact over time of the Coalition Government's policy on the educational progress and achievement in our schools of black and minority ethnic pupils and pupils for whom English is an Additional Language.

SECTION 2

Accounts from experienced practitioners and lead EMA/EAL professionals in England

GENERAL POINTS

Inconsistency and moves to commercial or semi-commercial models

Some services in England that were retained within some form of centrally-managed team by the LA have had to move towards semi-commercial or 'traded' models where they produce materials and products for sale or offer training and consultancy outside their own LA to generate enough income to maintain provision and staffing within the LA.

Some have moved to buy-back arrangements of various sorts, in which schools opt to commit a portion of their budget to buy in to provision offered by the service or buy, on a less-formally structured basis, as and when they want specialist input.

Neither of these approaches have resulted in pre-change levels of funding being maintained.

In other LAs in England, where funding has been delegated wholly to schools, many staff who were previously centrally-employed have lost their jobs and those who felt able to, have become independent consultants bidding for work in competition with other commercial companies selling products such as literacy interventions. This has opened up the field of supporting minority ethnic learners to the marketplace in a way that could be both economically inefficient and less beneficial to minority ethnic learners and school staff's professional development, without a coherent body of specialist expertise to validate best practice.

There is a danger that schools fail to invest in areas of education provision that they need and they do not recognise their need because other priorities dominate agendas. Some schools are spending substantial amounts of money on Literacy Catch-up and other commercial programmes, which sell themselves as beneficial to EAL learners without a robust research base. There is clear risk of failure of the market to provide what is needed in a field which decades of practice have shown requires teachers to modify their ways of teaching and learning to be fully inclusive of EAL learners, rather than rely on quick-fixes. The potential wastage of money invested in projects or spent on training and resources that are not fit-for-purpose is something that schools can ill-afford.

Employment of less qualified or lower-skilled staff and generalisation of specialist staffing

Schools are tending to employ generalist Teaching Assistants (rather than more qualified Bilingual Teaching Assistants or more expensive EAL/EMA teachers), sometimes with little or no experience or qualifications in this field, or they have 're-employed' Teachers and Bilingual Teaching Assistants with delegated school funds to work as class teachers or general Teaching Assistants with a more disparate range of responsibilities.

The loss of specialist expertise, the lack of job security, the deprioritised status of this area of work and the comparatively poor coverage of this area of education in Initial Teacher Training (according

to the DfE annual survey of NQTs), means that schools and the remaining central services have difficulty recruiting high quality staff to fill available posts.

Community Cohesion

The impact on community cohesion is a concern as this area of work has always aimed to support integration between CYP of different backgrounds and promote social mobility.

PERSONAL ACCOUNT 1 – NORTHERN ENGLAND

All situations I have observed where EAL staff have been employed directly by a school, particularly as an individual or in small numbers, have led to significant marginalisation. In local authorities where this has happened (I have seen it in xxxxxx and xxxxxxxxxx and have anecdotal information from colleagues from other areas) staff have become separated from their source of expertise and specialist development, have lost status in their school and have become ineffective because of one or both of these issues. Their schools have then ceased to use them as EAL specialists and have sought support from outside the school or have given responsibility to a mainstream middle leader with no background in EAL. I can give more specific examples of this if you would find it useful. When I worked on the xxxxxx xxxxxxxxxx EAL Strategy, I went into lots of schools where this had happened and had conversations with head teachers, middle leaders and EAL staff which informed my view. Even in our schools in xxxxx, this has happened to some extent. In 2006, some EAL staff, mainly bilingual language assistants, were transferred to the schools they were based in. Over the last 10 years, their expertise has dwindled and when they have left their jobs, their posts have not been replaced with a similar one. They are often not used specifically for EAL support but more in a general teaching assistant capacity.

In our authority, where we've managed to retain a central service through a formal buy-in arrangement with schools, marginalisation is an issue but I think we do better with this than many other services/ EAL staff I know. This is partly assertiveness on my part and trying to develop this in my team. The specialist qualification is important. We are not there as an extra pair of hands – we are a specialist service, we are qualified in our field and we are there for specific work. There is usually some introductory discussion between a senior leader from our service with the head or deputy of the school before new work there is begun. This sets the tone and helps to establish appropriate expectations on both sides.

As a team, we have frequent informal discussions about how work is going in the various schools. This enables me and xxx to guide staff along the way and intervene if necessary. I encourage staff members to take responsibility for resolving any issues themselves but offer advice about how to do it. The staffing is stable in the service and so staff are known within the main schools we work in. This enables them to develop relationships, gain trust and show their worth. I have worked in this authority for 24 years so I know lots of staff in schools as well in the LA. Because I have done additional work outside of the authority, qualified as an Ofsted inspector and am part of the School Improvement team, it adds to the weight of the Service.

Keeping up to date and ahead of the game on educational issues affecting schools, not just on EAL, is important in supporting schools and also in being able to speak with authority about education in a

wider sense. If we only knew about EAL, we would not be as credible. We need to be able to engage in discussion about educational developments in general and to support schools in developing/ addressing these in a way which will be effective for EAL learners as well as E1L pupils.

CPD delivery is also important in raising our status in schools. CPD is often linked to project work in schools and when staff from those schools come to CPD sessions and see their partner teachers leading the session, they see them more as an expert and how their expertise is valued by others. It's a struggle to find time to ensure everyone has the CPD they need to develop as much as you would like but all our teachers and many support workers have done the Bilingualism in Education programme and other support workers have done qualifications focusing on EAL at level 4-7. We pair or group staff to deliver CPD so that a more experienced member of staff is with a newer one.

Capacity building in schools is built in through partnership teaching, work with SLT, linked CPD and/or discussion and collaboration with class/subject teachers. This is stronger when we are working on raising attainment projects more focused on advanced EAL learners/ whole classes and less so when we are working with individual new arrivals. However, there are mechanisms within each case to promote capacity building. Raising attainment partnership work is very focused on developing class/subject teacher understanding and use of effective EAL strategies. New Arrival support is mainly in-class, includes collaboration and some planning/evaluation with the teacher and discussion of strategies which will be most useful in supporting their language development in the immediate future.

The central service is absolutely key to all of this (and more). The breadth and depth of expertise and EAL offer to schools would not be possible without it. The specialist EAL CPD for our staff would not be possible without us being a strong EAL service. The Bilingualism in Education programme continues to be used so that our staff and others can have that specialist study and qualification, developing and sharing ideas from the course across the team over time. Interaction within the team is crucial to ongoing development in all aspects of work. The structure enables engagement with schools at a range of levels – with heads and senior leaders, middle leaders, class teachers and teaching assistants.

EAL staff working alone or in a pair in a school/ group of schools cannot deliver effective support or develop in this way.

PERSONAL ACCOUNT 2 – LONDON

When EMAG was abolished, our authority dispensed with virtually everything in terms of advisory teachers and EMAG staff. There is no one left with an EAL hat on. You don't need me to tell you of the dangers of haemorrhaging specialist support - you know the arguments. The problem is no matter how much you say this to your superiors, the message does not sink in, and yet I spend my life going round schools which are desperate to know how they can support their EAL learners and it is a constant reinvention of that clichéd 'wheel'.

When we were going through the second phase of redundancies 6 years ago in the LA, they floated this idea of a buy-back arrangement whereby you still stayed as LA staff, but you sold your services locally and further afield with the express intention of clawing back 120% of your salary - notice not

a 100%! In other words you saved costs and made a profit. The proposal was problematic and convoluted, and frankly after the strain and stress of managing 2 years of redundancies etc. we decided to go it alone as a private company. We set ourselves up as an independent consultancy and ended up in the local Teaching School because I knew their SLT over many years and they recognised the benefits of what we could bring to them in terms of supporting some of their bids. In return they give us accommodation, IT, phones, etc. there is an annual rent but most of that is paid in kind by work we do for them with PGCEs, projects etc etc.

However, forging a new buy back arrangement with the LA can work, and the best person to talk to would be xxxxx xxxxx who works for xxxxxxxx Council doing EAL and literacy work. They are still hanging on in there with a small team and I think the big difference between their arrangements and what our authority offered us 6 years ago is I get the sense that their authority want it to work and don't want to lose the terrific expertise embodied in xxxxx and her team.

PERSONAL ACCOUNT 3 – EASTERN ENGLAND

With EMAG we were a much bigger team (20ish), with specialist teachers mainly teaching children directly when schools bought support in using the EMAG money. Some was put aside for management before we underwent cuts etc.

Our support then was time restricted and what did not happen as well as it might have, was whole school training, liaising with SLT in a school and embedding strategies to empower all teachers and support staff. It was very personalised to the learners needs however.

We were then cut back to effectively 8 EAL Advisers. We were initially expected to be 'fully traded'. That model did not work, and we were in danger of disappearing, but then secured Central Schools Grant funding for 4 Advisers. Since then we have begun to work far more strategically with schools, to build capacity, run courses, think outside of the box to also 'earn' an income and promote our service.

We now rarely get to work with children and model strategies, but we have had more freedom by not being employed directly by schools and often expected to do a certain job, mainly in a specialised TA role. That was hard to dispel at times.

In many ways we are more 'effective' because we have more 'sway' with SLT in schools due to our slightly elevated position as 'Advisers' and working for the Teaching and Learning Advisory team, but we can only really do that because we have had other funding since EMAG went. We also try to persuade schools to spend their EAL pupil funding on our help too.

A DROP IN EAL AND SOME MINORITY ETHNIC GROUPED PERCENTAGES IN ENGLAND

It may be worth noting that, in 2014/15, **the percentage of EAL learners** (pupils whose first language is not recorded as English) attaining the 5+ A*-C GCSE including English and Mathematics in England **dropped for the first time in several years by 0.1%** (discounting the 2013/14 drop for all groupings of pupils following the revision of GCSEs.)

A lag of 3-5 years is about the length of time one would expect for a long-term impact to show up in attainment figures, for a grouping of pupils who have not received as much targeted funding or support through their secondary school years compared to past cohorts. (There was a similar time-lag in improvements in outcomes during the 2000s following the National Strategies and London Challenge initiatives.)

The figures for the Any other White background, Mixed White and Black Caribbean, Mixed White and Asian, Indian, Black Caribbean, Black African and Any other Black background also fell by varying percentages.

The figures for **pupils whose first language is English and the White British grouping rose by 0.7%**. (SFR01_2016_Characteristics_National_Tables).

Whilst we should not read too much into one year's results, this pattern hints at a decline in the attainment of EAL learners and some minority ethnic grouped outcomes a few years after EMAG funded support was removed and funding delegated to schools; an outcome which might be predictable as a long-term consequence of reduced quantity and quality of ring-fenced provision.

SECTION 3

Personal accounts concerning the delegation of funding to schools in Cardiff

INTRODUCTORY REMARKS

Changes to the centralised service

For at least eight years, Cardiff EMAS underwent reviews and modifications to service structure including pilots for devolution or delegation of MEAG funding and staffing to schools. Whilst devolution appeared to be popular and quite successful in schools where specialist teachers and TAs were based full-time, the progressive erosion of the stability and status of the central service demoralised some staff and constrained flexibility. Following the successive Welsh Government cuts and abolition of the MEAG, the process was taken to its conclusion with further reductions in specialist staffing and more delegation to schools. The central team has now been significantly reduced in size and schools employ a proportion of the teachers and teaching assistants who were previously centrally employed, although others have gone. Schools have the freedom to allocate these staff members to whichever responsibilities they choose. Accounts below suggest not all of these staff have been retained in post or with an EAL specialism but, as far as I know, no-one at LA level is monitoring staff allocations in schools.

Cardiff's standing in local authority rankings by ethnicity

In 2015, I requested from the Welsh Government Statistics department, a set of figures on attainment by ethnicity for each Local Authority – using aggregated figures from 2009-2014 to ensure as many disclosable figures for individual ethnicity sub-groupings as possible. Based on these statistics, in the L2 Threshold Inclusive, Cardiff is the **lowest ranked** of all Local Authorities for six of the ethnicity sub-groupings and is **near the bottom** for at least six other sub-groupings. Taking an **average of all the minority ethnicity group percentages**, Cardiff is **the lowest of all** the Local Authorities. In terms of comparative rankings, Cardiff's White British figure is **the second highest** of all their ethnicity subgroupings (14th/22) after Chinese or Chinese British (4th/15). (See Table 1 below.)

Table 1: Cardiff's ranking out of all LAs in Wales, 2009-14 aggregated data, KS4 L2 Threshold inclusive

Ethnicity	Cardiff's ranking
All Pupils	15 th /22
White British	14 th /22
Any Other White Background	15 th /22
Traveller	No data disclosed
Gypsy/Roma	No data disclosed
Mixed (All)	20 th /22
Mixed White and Black Caribbean	16 th /16 for which data were disclosed
Mixed White and Black African	13 th /13 for which ...
Mixed White and Asian	17 th /20 ...
Any other Mixed background	16 th /20 ...
Asian or Asian British (All)	19 th /20 ...
Indian	14 th /16 ...
Pakistani	7 th /10 ...
Bangladeshi	9 th /10 ...
Any other Asian background	14 th /17 ...
Black or Black British (All)	14 th /14 ...
Black Caribbean	3 rd /3 ...
Black African	9 th /9 ...
Any other Black background	3 rd /3 ...
Chinese or Chinese British	4 th /15 ...
Any other ethnic background	17 th /18...
All Minority Ethnicities percentages averaged	22 nd /22

These statistics are not a ringing endorsement of Cardiff's capacity to meet its minority ethnic pupils' needs prior to the EIG and raise questions about whether or not they are ready and adequately equipped to take on the full responsibility for doing so, with reduced funding and specialist staffing. In his evidence to the Committee, Cardiff's Director of Education stated that "over the last three years we've made significant progress in accelerating the progress made by minority ethnic pupils overall and by the end of KS4 age 16 on the level 2 plus measure, the gap between ethnic minority pupils and white UK pupils in Cardiff is now 0.7%". Whilst this sounds encouraging, the questions to be answered are whether or not the changes made to the service structure and delegation to schools are in any way responsible for this narrowing and whether or not they are going to enhance the knowledge and skill levels of the school workforce in the future, bringing about long-lasting improvements in quality of provision and better outcomes for minority ethnic pupils.

Taken together with the accounts from England above, the following personal viewpoints suggest that this is not guaranteed.

ACCOUNT 3: CARDIFF - PERSONAL VIEWPOINTS

What happens when you delegate money to schools?

As a qualified teacher who speaks xxxxxxxx and who is Muslim, my postgraduate qualifications and experience offered no protection. After I was delegated to a school when the funding changed, the acting head teacher there told me on at least on two occasions that she wasn't sure what she would do with me 'if the school's budget was cut.' She meant that she would no longer be able to keep me as an EAL teacher, or at all. Since I have left that school, the funding that was attached to my post has been absorbed by the school and my post was deleted. There is such a climate of fear now to be honest. Even staff like me, who are educated, articulate and confident are still afraid to speak openly about what is going on.

The question needs to be asked: What really happens to provision when staff are delegated to schools? Rather than simply claim that this is a wonderful model because it 'empowers' schools, the question should be, has this model empowered the real stakeholders: minority ethnic pupils, EAL and Minority Ethnic Achievement staff and the families with whom they work?

I know that a huge part of my job was and still is to help parents and pupils have a voice within an education system that they for many reasons find difficult to access. If my own voice as an advocate is dismissed, what chance do my pupils and their families have?

I felt that the impact on me and other colleagues like me was not worthy of consideration. This is how we were made to feel as staff, that we really didn't matter, that our concerns about the future of the pupils we had been supporting did not matter, that our concerns about our own futures didn't matter. No one stopped for a second to consider how the merging of grants or the delegation could affect the employment of Minority Ethnic staff.

At one particular meeting for all EMTAS staff in June 2015 a question was asked: "After we are delegated is there anything that could stop a school from changing our job description from specialist language teacher to 'teacher'?" The answer given was that the school could indeed change the job description and that as long as the EAL pupils' outcomes were good, it was up to the school to use its staff in the way it saw fit. In other words, there was no move to put anything in place that could ensure we continued in our role as EAL teachers after the delegation. That decision not only left us feeling undervalued, and utterly demoralised, but it opened up a risk of resources not being used as they should. We were told that EAL was now a 'mainstream' issue given that there are high numbers of EAL pupils in Cardiff schools. That answer implied that as the numbers of EAL pupils were growing and many were 'doing well,' there was no need for EAL expertise anymore.

Another point was raised asking if schools would be obliged to carry out recommendations made by Advisers and what plan there was for ensuring that any recommendations made by the Advisory team were implemented. The answer came that there was no plan. I don't think the idea of 'early days' works here as it implies we can wait for more money to be 'wasted' before we act. Staff are reluctant to engage with EAL professional bodies because they are told EAL is now a 'mainstream' issue, EAL pupils are doing well and supply agency staff who have no specialist training can do the jobs they used to do just as well.

From conversations with friends I used to work with in Cardiff, I cannot see the picture that is described about the maintenance of the provision. As far as I know the delegation has been an absolute disaster. When I was delegated, my situation led me to resign and find employment

elsewhere. I wasn't the only one leaving, so the question needs to be asked about real numbers of staff who have left. I know for a fact that some schools now are employing Bilingual Teaching Assistants through agencies on a supply basis to try and support the huge numbers of recent new arrivals. While this may not sound like such a bad idea, the question is who is training these agency staff, are they experienced staff and how does this kind of 'temporary' provision impact on the quality of provision?

There is also an important point about disapplying pupils. When they are disappplied, these pupils' results are ignored; the pupils' needs are ignored and the 'buck' is passed on from school to school until they become a 'problem' that has to be 'counted.' The big problem with simply focusing on outcomes is that these pupils, and they are in the thousands, are treated as an inconvenience.

I have heard that, in a number of Cardiff schools with large EAL pupil populations, the delegated EAL teachers have either left and not been replaced at all, or the post was filled by a Teaching Assistant or these EAL teachers are working at reduced hours or are covering PPA or have taken a mainstream post as a class teacher within the school. I just heard yesterday that a colleague working in one of the schools has been asked to give up her EAL role and work as a class teacher so she is taking early retirement. She is a very experienced EAL teacher who has more than 15 years of experience teaching EAL pupils. I think many schools in Cardiff had a field day when they were given the funds directly. The idea that delegation is the model to be copied is frightening and misguided.

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I have spoken to a number of ex-colleagues from Cardiff and none of them have anything positive to say about the new model of working. If what colleagues have outlined is accurate it is deeply concerning. If all the money were to be bundled into the Revenue Support Grant, the erosion could be accelerated and more expertise lost as a consequence. There is absolutely no guarantee that the money will be prioritised or spent to meet the needs of these groupings of learners.

Poverty, Ethnicity and the Pupil Deprivation Grant

Some important points to note about poverty, ethnicity and data analysis

Greater understanding is required when comparing data by ethnicity

In the detail of public service provision it is appropriate to move towards a more nuanced examination of the different characteristics of distinct ethnicity subgroupings in data rather than treating all ethnic minorities as an homogenous group. For the purposes of measuring equality in education, each subgrouping should be compared against the figure for *All Pupils* as the default, so ethnicity is treated as a feature of *all* learners including those of White British majority backgrounds.

However, there are times when it is helpful to examine a binary *majority versus all minorities* distinction. There is still a need to maintain a coherent overview of the wide range of issues affecting minorities in Wales across education and other policy areas because of the significant influence that psychological perceptions of race and ethnicity have on social relations and personal decision-making. Minority status remains a factor to be recognised in discussions about policy, practice and data analysis.

Ethnicity should not be regarded as a potential *causal* factor

Multi-layered analyses within ethnicities are needed to identify particular groupings of learners who most require targeted or differentiated provision (e.g. attainment by ethnicity, gender and eFSM) but great care needs to be taken not to misinterpret ethnicity as a causal factor in variable analyses. This has been a fundamental flaw in many prominent statistical studies, which have contributed to inappropriate conclusions being drawn about the significance (or lack of significance) of ethnic differences, especially in the area of poverty and deprivation.

We need a genuinely inclusive approach to provision for a diverse population

A genuinely inclusive approach to education starts with the diversity of individual pupil needs, discerns grouped characteristics of those who share common identities, capabilities, experiences or circumstances and explicitly recognises these as different strands within a coherent national strategy.

The 2013 Joseph Rowntree Foundation report (<https://www.jrf.org.uk/report/poverty-and-ethnicity-wales>) on Poverty and Ethnicity in Wales identified that:

- *Schemes to reduce poverty within particular ethnic groups need to form part of population-wide anti-poverty strategies.*

It did not recommend that poverty should be addressed in a non-discriminating way for all learners, or just those who are eFSM, but that schemes targeted at minorities should *form part of* population-wide strategies. The report also points out that work should look beyond outcomes to causes.

- *It is important to look beyond outcomes, which may be associated with ethnicity (such as higher levels of poverty amongst some ethnic groups) to focus on underlying causes.*

This too was not saying we should overlook differences by ethnicity but that we should be more discerning in examining the differences. Some of the work carried out by specialist professionals in minority ethnic and GRT provision has tried to directly address some of the causes that extend

beyond the classroom, engaging with families, communities and other agencies. A generic focus on Poverty, with funding directed to schools, has rendered some of the distinctive needs of GRT, minority ethnic and EAL/WAL CYP somewhat marginalised.

The JRF report also highlights the need to provide English language support and cultural awareness training for frontline staff.

- *Some targeted work would be of particular help for specific groups, especially English for Speakers of Other Languages provision and cultural awareness training for frontline staff in some services.*

The reference to ESOL, whilst providing a very welcome focus on adult language development, has perhaps distracted from the extensive EAL/WAL provision and cultural awareness development offered by central service staff in schools in the past, both of which are still very much required to meet the ever-growing needs in this field and bring about long-term change. Expertise in additional language development and cultural diversity is not wide-spread throughout schools in Wales (almost 90% of which now have at least one minority ethnic pupil on roll), so relying on school to school sharing is not the ideal mechanism for disseminating best practice.

A follow-up Viewpoint report from the Joseph Rowntree Foundation in 2016

(<https://www.jrf.org.uk/report/breaking-links-between-poverty-and-ethnicity-wales>) also makes the following related points:

- *There are clear links between poverty and ethnicity in Wales. This is not a new phenomenon, and current predictions are that these links will continue for decades to come.*
- *This is something we can change – a closer look at the UK data shows clear variations across time and place. It is a diverse picture, both between and within ethnic groups. This shows that different contexts can reduce or increase poverty linked to ethnicity.*
- *Tackling poverty and reducing ethnic inequalities are not new aspirations. Breaking the links between poverty and ethnicity will demand leadership and innovation. We need to find different ways of doing things. This requires better evidence, more effective ways of sharing learning, and the flexibility to respond quickly.*

Comparing the 'gaps'

The Welsh Government's high level aims and objectives to reduce poverty, reduce its impact on pupil attainment and to work towards greater equality of outcomes for all learners are admirable and ambitious. I would not disagree with those goals but, within the broader picture of pupil achievement, there are other issues which need prioritising too.

One of the problems with the Tackling Poverty Agenda is that it tends to focus on simple percentage gaps between eFSM and nFSM pupils in a way that disguises the extent that poverty impacts on different ethnicity groupings and communities, and omits consideration of some of the other factors that can impact on attainment.

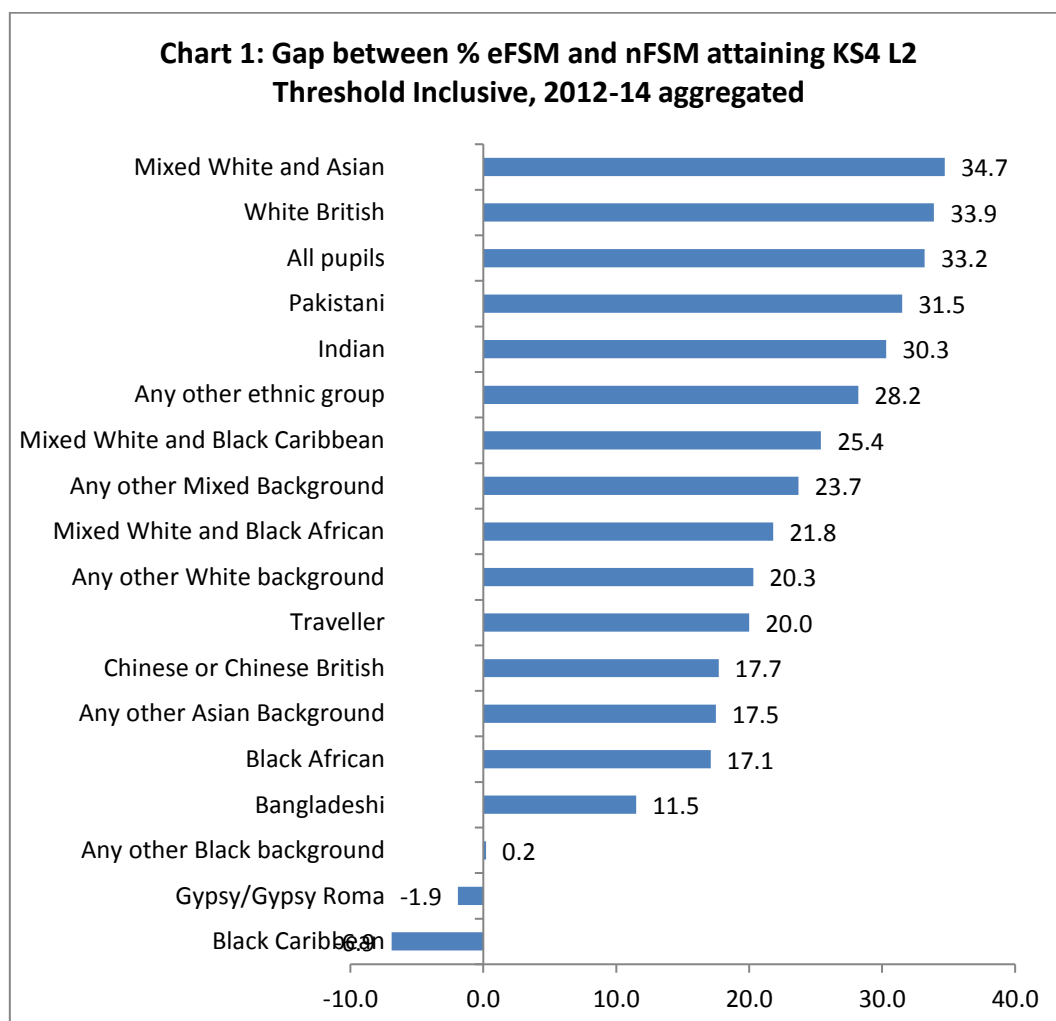
The following charts illustrate two different ways of looking at the data which highlight why the simple attainment gap indicator between eFSM and nFSM is not the most useful for drawing comparisons between ethnicity groupings.

A simple gap analysis

Chart 1 presents a simple gap analysis of the intermediate level ethnicity groupings of pupils who are eFSM and those who are nFSM attaining the L2 Threshold inclusive at KS4, aggregated from 2012-14.

The figures show a clear correlation for most ethnicity groupings between poverty (as indicated by eFSM) and lower percentages of pupils attaining the target outcome. They suggest a significant need for investment and intervention to tackle low attainment amongst pupils from low income families across virtually all groupings. The White British grouping has the second-largest gap after Mixed White and Asian and, as White British pupils make up over 92% of the KS4 cohort (approx. 90% of the total cohort across all Key Stages), these data appear to suggest that this grouping clearly needs targeting if the national statistics are to be raised.

However, the figures show that the correlation between eFSM and attainment varies markedly across the ethnicities, and they make it look as though the poverty-attainment correlation is not significant for the Any other Black background grouping nor for the Gypsy/Gypsy Roma and Black Caribbean groupings, which show a negative correlation. In my view, this approach to analysing the data and the patterns it yields are quite misleading.



Analysing proportions of pupils within ethnicity groupings NOT attaining target outcomes

For equality purposes, the aim of monitoring the educational experiences or outcomes of pupils by the protected characteristic of race/ethnicity is to identify any significant differences between the *proportions* of pupils in each grouping.

Rather than looking at the 'gap' between the attainment percentages for those who are eFSM and those who are nFSM, a more productive way to examine the data by ethnicity is to look at the percentages of pupils in each grouping who are NOT attaining the target outcomes as a *proportion of the whole* grouping. Using this approach, the data patterns are quite different from those found by simply looking at the percentage 'gap' between eFSM and nFSM.

In contrast to Chart 1, Chart 2 shows, not only that substantial percentages of pupils from several ethnicity groupings near the bottom of the previous 'gap chart' are nearer the top, with White British 2/3rd of the way down, but also that the percentages for Mixed White and Black Caribbean, Black African, Traveller and Gypsy/Roma are substantial. The percentage of White British pupils who are eFSM and did NOT achieve the L2 Threshold Incl., as a proportion of the whole White British cohort is 11.7%.

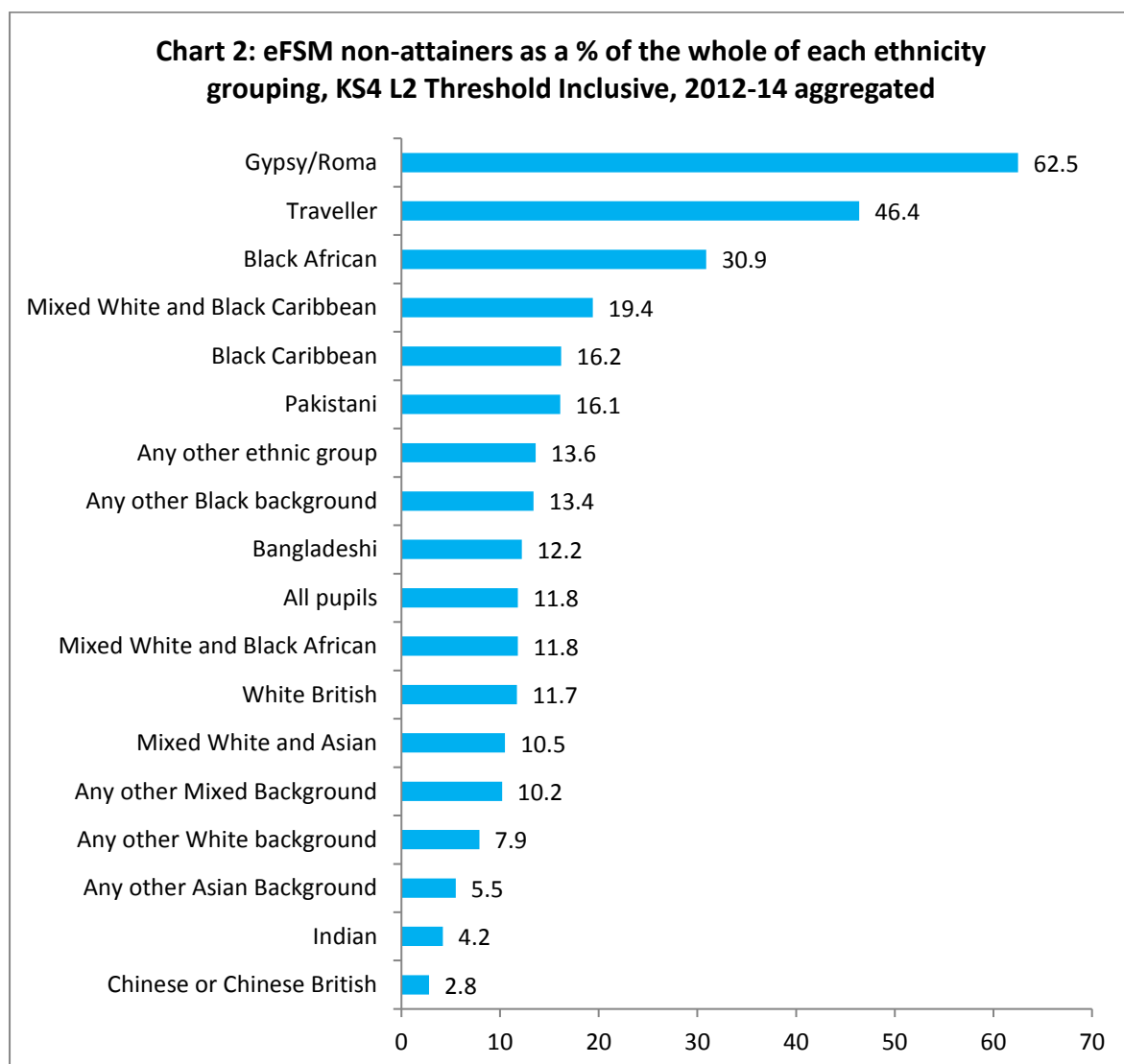
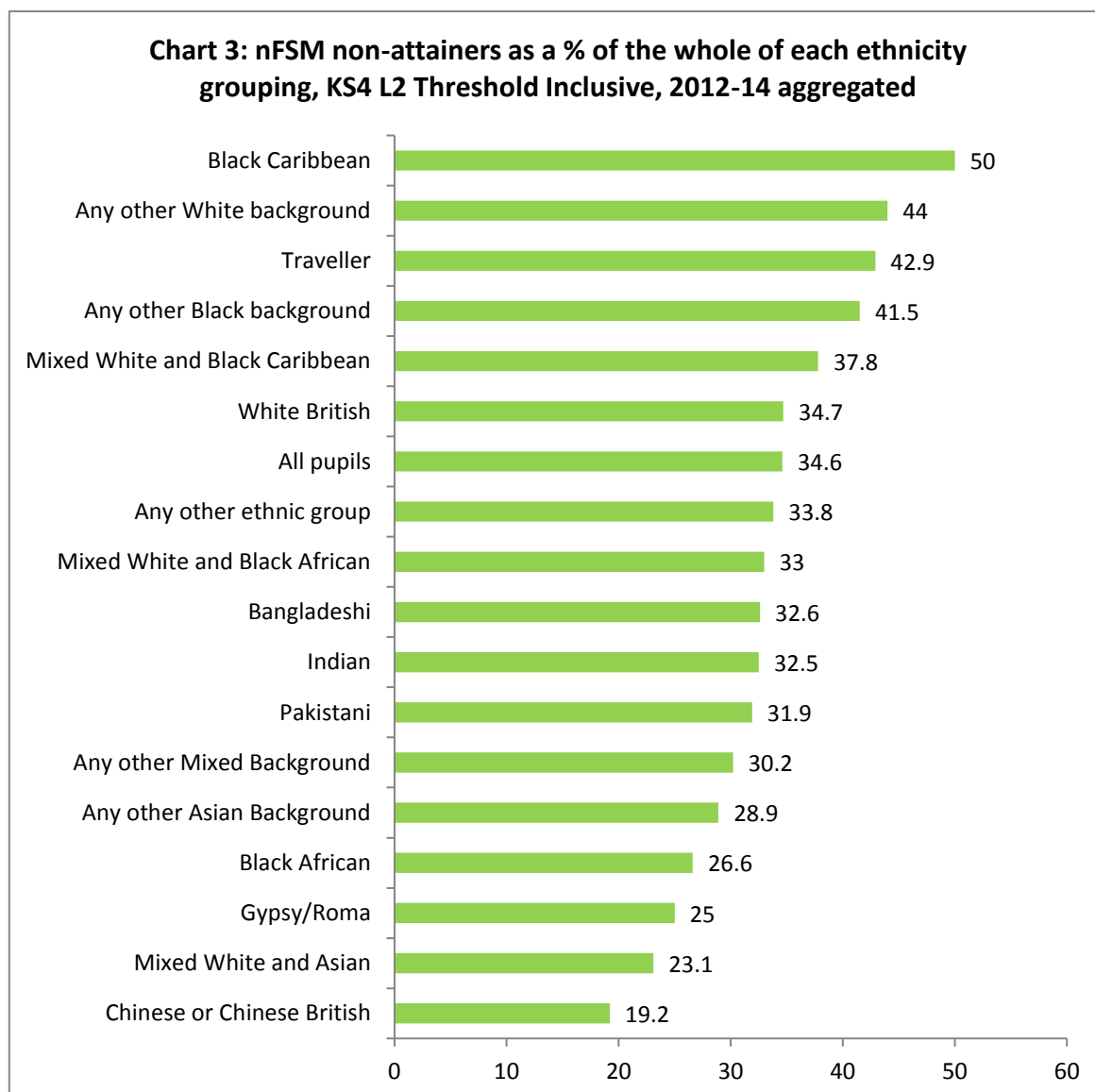


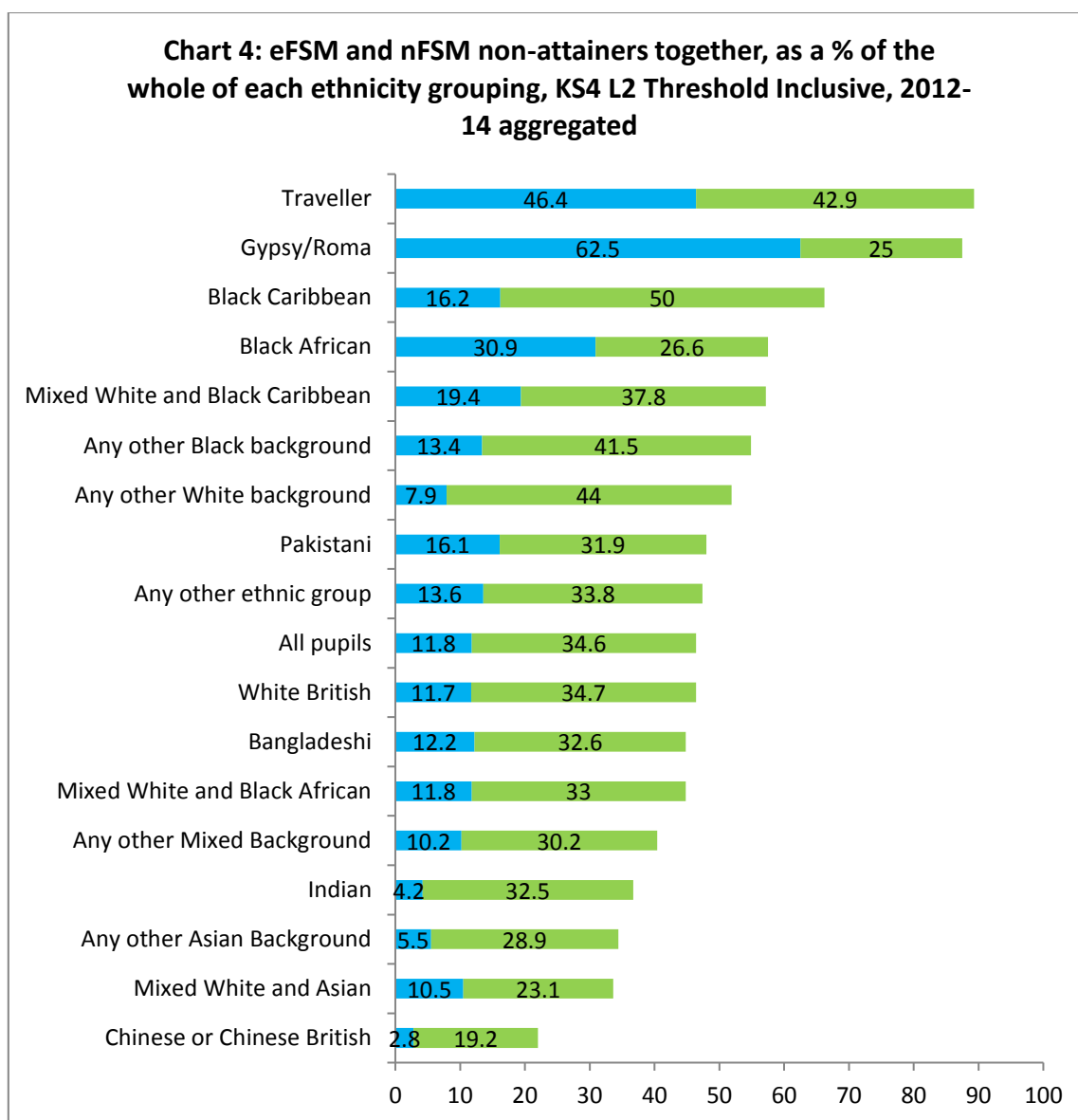
Chart 3 shows the proportion of pupils who are NOT entitled to FSM (nFSM) who did NOT achieve the KS4 L2 Threshold Inclusive, 2012-14.

There are six ethnicity groupings with higher figures than the All pupil average with, most notably, 50% of Black Caribbean and 44% of Any other White background pupils who are nFSM and are not attaining the target level. 34.7% of White British pupils who are nFSM do NOT achieve the target, three times more than the number of eFSM pupils, with the White British grouping now 2/3rd of the way up the chart. These figures suggest that other factors, in addition to or in interaction with low income, are having a substantial impact on some of these groupings.



Combined data of proportions of eFSM and nFSM pupils who are NOT attaining target outcomes

When we combine the data from both charts, we get the full picture of those who are NOT attaining the outcomes by eFSM/nFSM for each ethnicity grouping. These are the pupils who need targeting.



Compared to Chart 1, Chart 4 better reveals the more pronounced needs of a number of minority ethnicity groupings, compared to the national average for All pupils, both in terms of poverty and in the percentages of pupils NOT attaining the L2 Threshold Inclusive, both eFSM and nFSM. The White British grouping is now just below the national average figure, which puts a rather different perspective on the dominant discourse about Poverty and Attainment in recent years.

It also shows how a substantial amount of money and educational intervention is being invested to raise the attainment of a comparatively small proportion of the school population to narrow the gap between those who are eFSM and nFSM, whereas, actually, much larger numbers of those who are nFSM are not attaining the target outcomes. This is not to decry the investment in the very pressing needs of pupils in poverty and, indeed, it is likely that nFSM pupils may benefit from some of the whole-school activities funded by the PDG, but it does raise questions about targeting of resources.

Arguments for and against the PDG benefiting minority ethnic and GRT pupils

The argument that has been put forward by the Welsh Government concerning the PDG is that larger proportions of pupils from several minority ethnic groupings are eFSM and therefore these groupings should benefit 'disproportionately' (sic) from PDG funding.

"The cohort of children and young people who benefit from this grant contains a disproportionately high number with protected characteristics, including children and young people with disabilities or additional learning needs; Gypsies and Travellers, African, Caribbean, Pakistani and Bangladeshi race; and those of Muslim religion. Therefore, the increase in the grant will have a positive impact on these groups." (p22 of the Strategic Impact Assessment for the 2015-16 draft Budget <http://wales.gov.uk/funding/budget/draft-budget-2015-16/?lang=en>)

"The programme should produce a positive impact that will be felt disproportionately by groups with high proportions of eFSM pupils." (p9, 10 The Equality Impact Assessment for the Rewriting the Future Programme <http://gov.wales/docs//equality-impact-assessments/141106e-EIA-Rewriting-the-Future-Programme.pdf>)

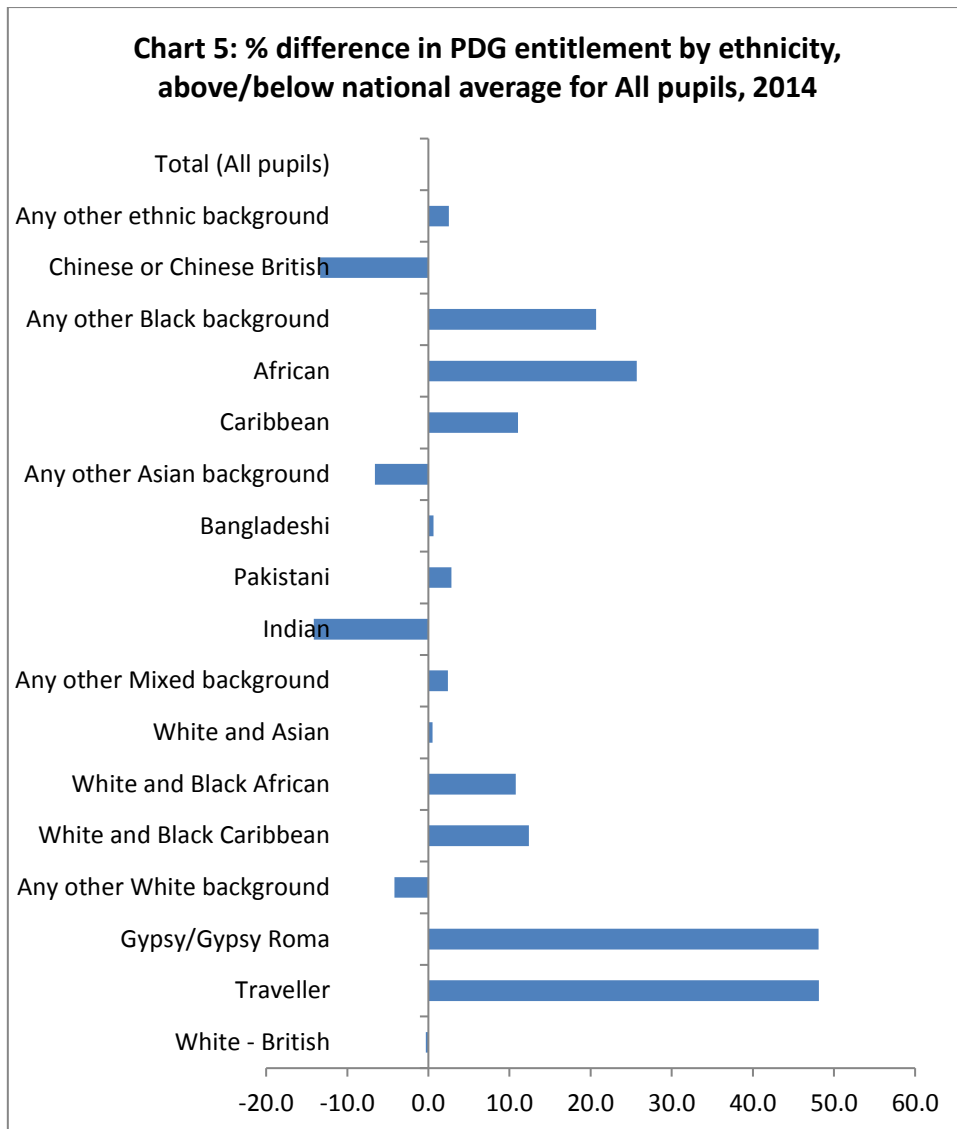
These presumptions require some interrogation to examine their validity in respect of both the funding and the programme benefits in the context of the reductions to the MEAG and GT Grant and their amalgamation within the EIG.

Data were requested from the Welsh Government Statistics department for eFSM entitlement by ethnicity for 2014 on which 2015/16 PDG allocations were based because eFSM figures broken down by ethnicity are not routinely published in Wales. (The dataset provided did not include Early Years PDG and LAC funding.) This dataset was used to calculate the net 'financial benefit' of the PDG for 2015/16 for different ethnicities, based on PDG entitlements.

Chart 5 (below) reveals wide variation in the PDG entitlement for different ethnicities compared to the national average. Some ethnicities have below average entitlement, others above average.

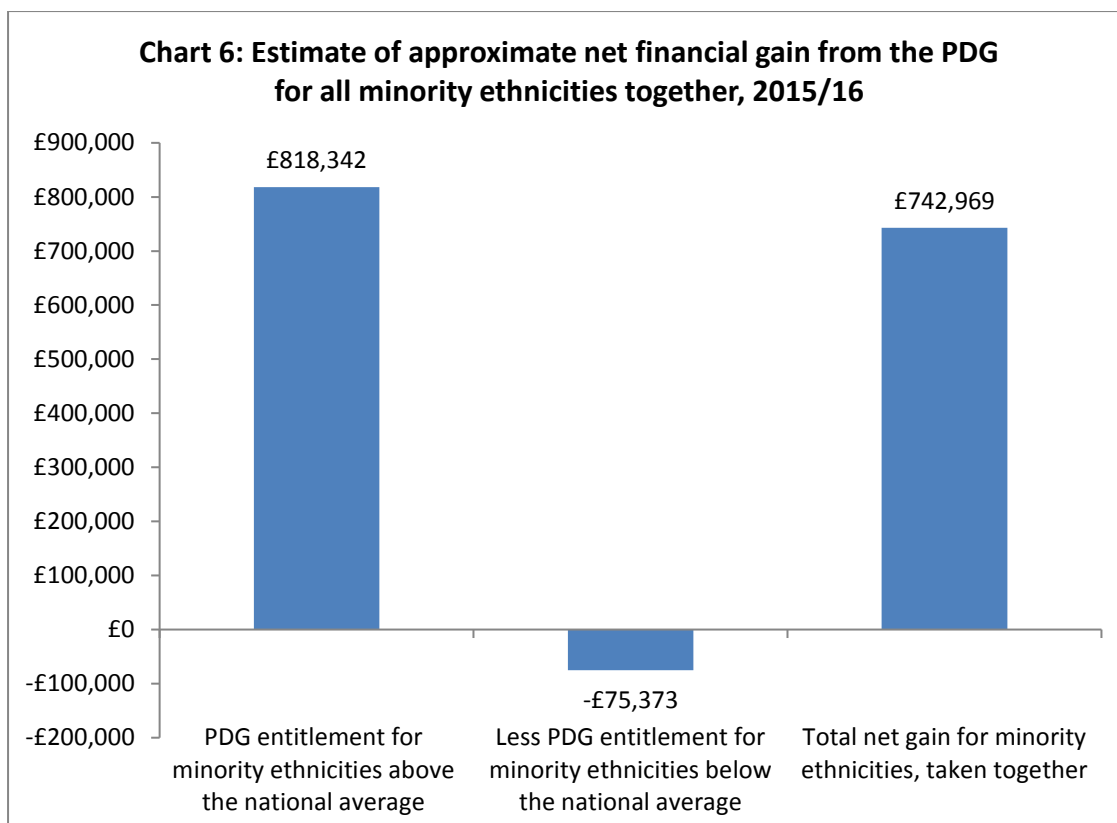
Using this dataset, the total number of minority ethnic pupils benefiting from PDG *above* the national average (or 'disproportionately' as the Welsh Government puts it) is 708. At the 2015/16 rate of £1050 per eFSM pupil, the net 'gain' to all minority ethnicities taken together is £742,969 (Chart 6 below).

The total reduction in Welsh Government funding via the MEAG and GT grants from 2013/14 to the notional proportions going into the EIG in 2015/16, was 2.67m. Even if PDG funding and the initiatives it pays for were to be considered as a substitute for the MEAG and GT Grant provision, which they should not be, the shortfall is still approx. £1.93m.



The numbers of GRT pupils used in this calculation are based on the official PLASC figures provided by the Welsh Government. There is a considerable disparity between the smaller official PLASC figures for GRT pupils and the larger figures provided in FOI returns and by LAs for GT Education Grant applications. The latter include CYP on roll, recorded on SIMS, not on roll, not recorded on SIMS, and not in school but in need of off-site support. CYP who are eFSM, who have moved from another school or were not on the school roll in the previous academic year will not attract PDG funding and those who move to another school during the year or the following year do not take the money with them.

Crucially, there is no guarantee that PDG money will be used to target the specific needs of small numbers of pupils in individual schools, such as GRT pupils, in the most effective way. If the pupils are EU Roma, they may also have language development needs which require specialist support. Current GT and some MEA services employ staff members to work with communities, families and pupils in and out of school. This kind of work does not fit well within the eligible uses of the PDG, for example paying for an outreach/liaison worker.



Concluding points

A mistaken assumption has been presented about the PDG initiatives meeting all pupils' needs

It appears that an assumption has been made that the kind of initiatives funded by the PDG will be the right kind of educational interventions to address the needs of EAL/WAL, GRT and other underachieving minority ethnic pupils. The key question is not about whether pupils are benefiting proportionately or 'disproportionately' from a specific fund but *whether or not they are getting the most appropriate kinds of provision to address their needs.*

A proportion of early stage EAL/WAL pupils do not generate PDG for schools

Many pupils of the Any other White background (which number over 10,500 in 2016 – approx. 2.6% of the pupil population – most of whom are from the EU), are early stage EAL/WAL learners who are not eFSM because their parents are earning above the threshold of household income for entitlement. *Such pupils do not attract additional PDG funding into their schools* and even if they did, the PDG is not intended to be used for direct EAL/WAL support, which the MEAG was used for.

It's not 'either/or'

If minority ethnic pupils are living in poverty they are fully entitled to funding targeted at addressing the impact of poverty. If they are not proficient in English/Welsh, they are entitled to funding to address that need. If they have an ALN, they are entitled to funding to address that need, and so on.

It is not EITHER/OR. Despite the Welsh Government's assertion to the contrary, it is clear that *funding has been diverted from minority ethnic pupil support into other areas of provision* which may not address their full range of needs in the most appropriate ways.

CYPE Committee: Suggestions for the Future

Education Provision for Gypsy, Roma and Traveller and Minority Ethnic Children and Young People in Wales

Jonathan Brentnall

INTRODUCTORY COMMENTS

The evidence presented to your inquiry indicates that at least four levels of decision-making are implicated in the changes impacting on provision for GRT and minority ethnic CYP.

1. The **Welsh Government** was directly responsible for the initial decisions to reduce funding and change policy without a rigorous Equality Impact Assessment or public consultation.
2. Within the new model of working, **consortia and local authorities** have made decisions about prioritisation, structure of provision and funding for these areas, some having more impact than others. It is not clear how much public consultation or Equality Impact Assessment they have done.
3. With greater delegation to schools, **headteachers** are making various decisions about how to spend their money, employ or allocate staff and prioritise resources. This does not seem to be being monitored by local authorities or consortia.
4. As an independent inspectorate, **Estyn** makes decisions about the areas prioritised for inspection (led by Ministerial remit), about how its inspectors are trained, and about the level of detail and rigour with which they inspect and follow up on recommendations in these areas of provision. Estyn's role impacts on the priorities of the previous three decision-makers but it appears they are largely unaware of what is actually happening on the ground and lack expertise to offer incisive advice.

The evidence suggests that:

- The Welsh Government did not follow its own protocols for compliance with the Equality Act 2010.
- Funding has been directed away from specific issues of minority ethnic achievement, EAL/WAL and GRT engagement and attainment into a 'narrowing the poverty gap' agenda.
- Funding cuts have disproportionately impacted on BAME staff in education amounting to what is potentially indirect racial discrimination.
- WLGA, consortia, local authorities and some headteachers want more money and control devolved to them with fewer stipulations so they can determine the course of their own 'local' education agendas.
- Service and project leaders, such as Martin Dacey and Trudy Aspinwall, showed the greatest insight into what CYP's needs actually are on the ground, in contrast to other witnesses who presented broad, vague or institution-focused arguments.
- There is a clear lack of accountability and lack of coherence in the structure of provision
- The increasing variety of models being employed by consortia and local authorities is unlikely to bring about greater consistency of good practice and a more holistic and coherent approach for Wales is needed to ensure high quality provision for these groupings of CYP in future.

FINDING A WAY FORWARD

Finding a way forward from this inquiry could be guided by three simple questions:

- **Where do we want to be?**
- **Are we there now?**
- **What's the best way to get there?**

Where do we want to be?

All education workers, from Welsh Government policy-makers, to Estyn inspectors, to teacher trainers, Consortium leaders, education directors, governors, headteachers, teachers and school non-teaching staff need to:

- know a lot about the diverse population of Wales;
- understand the needs that arise out of the varied identities, capabilities, experiences and circumstances of the diverse pupil population;
- be equally committed to addressing those needs, working to a common vision of equality and rights;
- be adequately equipped with the best practices and resources to address those needs by working together and sharing information and expertise.

Are we there now?

No. Not everyone working in education in Wales shares the common vision of a diverse nation, forging its identity in an interconnected global marketplace, based on firm commitments to equality and human rights.

Not everyone shares a common understanding of what the UNCRC rights mean in respect of the various identities, capabilities, experiences and circumstances of CYP in Wales.

Not everyone understands the variety or significance of needs arising from the diversity of CYP in our population.

From top to bottom, the education workforce is not currently well-equipped to address the needs or share expertise. There are pockets of good practice but these are not uniform or widespread.

What's the best way to get there?

Do not return to the past

My personal view is that it would not be the best decision simply to return the MEAG and GRT Grant arrangements to the way they were before their amalgamation into the EIG because that situation perpetuated marginalisation of specialist expertise and side-lined minority ethnic achievement issues in mainstream education policy and delivery.

Do not follow England

The evidence from England since moving away from dedicated, ring-fenced funding with little accountability is that the quantity and quality of provision for pupils in these areas has deteriorated. More recently, as schools have realised they lack the knowledge and expertise to meet the needs of some of their minority ethnic learners, they are increasingly:

- looking for specialist input to raise their skill levels and meet pupils' needs;
- buying in unqualified or inadequately trained staff, often on short-term contracts or through agencies;

- paying large sums of money for independent consultants, or ‘quick-fix’ commercial literacy interventions which are not always appropriate or as successful as they claim;
- giving responsibility for supporting EAL/WAL pupils to Literacy teachers, English teachers, SENCOs and others with little previous training or expertise.

Based on the feedback from professional colleagues, the various semi-commercial models experimented with in England have not been as functionally successful as the models where local authorities have invested in maintaining a central service to ensure that there is a fairly secure level of expertise regularly accessing schools and supporting pupils.

The current funding mechanism in England offers schools a minimum EAL factor amount per student of £466 in Primary and £1130 in Secondary (in 2015/16), but only for pupils who have arrived in the UK in the past three years. This funding is not obligatory, nor is it accompanied by an accountability framework. Experience in this field has shown that ensuring successful outcomes for EAL/WAL learners depends on them mastering the complexities of academic language required to get the higher grades in GCSE and A levels, and this can take from 4 to 10 years, dependent on other factors such as age, first language literacy levels and previous education. A narrow focus on early stage EAL/WAL learners will not address the needs of more advanced learners working towards the C grade borderline, so restricting funding to just recent arrivals would be unhelpful in raising overall outcomes.

In Wales, Swansea’s Minority Ethnic Achievement Service has progressively shifted its emphasis from working directly with early stage learners to capacity-building and targeting support for more advanced EAL/WAL learners in years 2, 6, 9, 10 and 11. Although their demographic profile differs from Cardiff and Newport, Swansea has sizeable numbers of pupils from traditionally low attaining sub-groupings and several of their outcomes outstrip those of Cardiff and Newport.

Outcomes, Processes and Needs

Outcomes give you a picture of how schools, authorities and the nation are doing over a period of time. These data are important and must be considered as part of the picture to inform priorities and allocations of funding but to rely simply on outcomes (especially just academic outcomes) is simplistic and misses other important dimensions of education provision.

Outcomes happen as a result of the processes of teaching, learning and support that are provided for CYP. If the processes are right, using the best practices, with high quality teachers and a strong pastoral system, engaging and guiding CYP in a safe, supportive environment, then better outcomes usually follow.

Of course, the diversity of cohorts between and within schools, and the extent of their needs, have a substantial impact on the relative success of particular processes and ultimately on outcomes, so the particular needs of individuals within cohorts must be factored in from the start to shape the processes and tailor them most appropriately. Data clearly show that EAL/WAL pupils, and many other minority ethnic learners from a range of backgrounds make very good progress as they learn the languages and are enabled to demonstrate their potential. Their early difficulties may not show up in outcomes because of disapplication or the time-lag before end of key stage assessment. These groupings of learners are worth investing in to get a good return and raise the overall picture of outcomes in the long-term but you will only know how to allocate or differentiate provision based on an assessment of needs.

Success with GRT pupils is clearly linked to long-term trusted relationships being built up with key workers and schools. The entire ethos of schools and attitudes of teachers, CYP and their parents needs to be improved to make GRT pupils feel safe, welcomed and valued in Wales and in the education system. The particular combinations of needs of these groupings must be addressed in a more discerning way than just focusing on outcomes and delegating money to schools.

Of course, these approaches cost money and it is entirely valid to consider the impact of funding constraints on education as a whole but the more important question is about the capacity of the education system to accurately and explicitly identify the needs of all groupings of learners, where those needs pertain to educational engagement, enjoyment and achievement and to invest in the approaches which yield results in terms of attainment *and* inclusion.

A great deal remains to be done to ensure that the moves forwards are going to be of the greatest benefit to children and young people of minority ethnic, Gypsy, Roma and Traveller backgrounds.

Below is a set of 23 recommendations that address the spectrum of issues raised by this Inquiry to rectify past inequities and set a course for a more productive future. They cover **Strategy, Funding, Organisation of Provision and Targeting, Training and Capacity-Building** and **Equality Compliance**.

RECOMMENDATIONS

STRATEGY

- 1. Appoint an experienced, knowledgeable expert to take a strong lead in the Welsh Government to develop a clear strategy and to drive the elements of GRT, minority ethnic and EAL/WAL provision through all the developing education initiatives in Wales.**

The Welsh Government has never had a strong high level advocate for these areas and the small branch allocated with the responsibility for administering the MEAG and GT Education Grant has suffered from a succession of short-term lead officials with little or no background in these fields, who have found it very difficult to exert influence at higher levels.

- 2. Commission a team of experts from England and Wales to work with WG and LA officials on developing clear stranded elements within the new national curriculum and main education initiatives that explicitly address the issues and needs of GRT, minority ethnic and EAL/WAL CYP.**

Wales alone does not have enough independent experts with the broad overview of education policy and practice to address all of these issues. However, a team could be put together for a time-limited period to work with the strategic lead to guide officials and incorporate these strands as integral components of Wales' developing education system. Something similar was done in the National Strategies in England, for the London Challenge and by the British Council in its recent EAL Nexus project. The length of time such a team should operate would need to be reviewed against sustainability of impact.

- 3. Develop good practice guidance for schools, with exemplars, for each of the strands making it clear that implementation is the responsibility of *all* education professionals working in partnerships.**

During the late 1990s and 2000s in England, a quite a lot of specific guidance and good practice advice was produced by specialists for these areas of work and linked to training, contributing to the success of initiatives like the London Challenge (See Rec.4). They formed part of the whole thrust towards improving standards. A similar raft of guidance is needed in Wales.

- 4. Ensure that decisions made about these areas in the future education system and curriculum for Wales are well-informed by expertise from practitioners and consultation with pupils, parents and relevant academics.**

Going into the future, a change in process is needed to ensure that decisions are cognisant of grassroots knowledge and stakeholder insight. It is simply not adequate to rely on social researchers carrying out literature reviews, Estyn doing inspections or policy-makers talking to general education leaders. It may be worth revisiting the ECD group model of networking to maintain engagement during the early stages of decision-making.

- 5. Give these areas of work comparable status with other types of provision, recognising that work with EAL/WAL, GRT and other minority ethnic CYP are areas of distinctive, specialist knowledge and expertise within education, comparable to working with ALN/SEN pupils, teaching a secondary curriculum subject or being a Literacy adviser.**

These areas of provision have not been fully recognised as a core part of what education in Wales is about, and have often been regarded as marginal or someone else's issue for several reasons including:

- lack of understanding amongst decision-makers at several levels;
- political sensitivities around race, religion and language;
- perceptions of demographic differences around Wales;
- the CYP being served constituting a minority of the total population;

- specialist services being perceived as separate and additional rather than as equal partners in delivering core services;
- the broad range of issues involved in minority ethnic and GRT achievement which cut across several areas of provision for CYP;
- lack of knowledge about the nuances of cultural integration and additional language development in the context of learning the school curriculum.

Provision for CYP of GRT and minority ethnic backgrounds should be accorded equal status alongside other elements in education and this status should be clearly affirmed in relation to all schools, especially now that almost 90% of schools in Wales have at least one minority ethnic pupil on roll. If WG does not prioritise these areas of provision and write them explicitly into strategies for all schools to follow, with accompanying guidance on good practice, capacity will not be built.

FUNDING

- 6. Restore the dedicated funding to at least 2013/14 levels, by taking back some of the money that was diverted into the PDG and putting it into three clear strands for GRT, EAL/WAL and other issues impacting on minority ethnic CYP, including asylum seeker and refugee children.**
Funding for these areas of work needs to be significantly increased to recoup the progressive erosion of per head amounts over several years. At a minimum, it should be restored to at least the levels of 2013/14, because even those funding levels were below what is needed to maintain support for CYP and build capacity in schools. Based on the average per pupil allocations of 2009/10, matched to current pupil numbers, the MEA element would stand at approx. £14.9m and the GRT element at approx. £1.3m from the Welsh Government with Consortia or Local Authorities able to vire additional funding where they perceive more is required to meet needs. Some form of negotiated evaluation of a fair amount of funding for each strand is required, involving service and project leaders who are aware of needs across their authorities.
- 7. Clarify the location of the three strands within Education Improvement**
Ultimately, these areas of provision are about improving standards of education provision. Some of the responsibilities extend beyond schools (especially those for GRT pupils) but in terms of policy they are currently located under Support for Learners in the Welsh Government. The new location of the funding under the EIG is preferable from an ideological point of view but as this grant is being progressively reduced, possibly with a view to phasing out in the future, and there is no ring-fencing, the current situation is far from ideal. There does not appear to be a coherent structural model linking policy, funding and delivery for the Education Improvement Grant with the other structural components of education strategy and this lack of clarity should be addressed. For now, these areas of funding should probably stay within the EIG but as ring-fenced strands with boosted amounts, until a review is carried out.
- 8. Ring-fence funding to prevent erosion or diversion of monies to other areas**
Whichever grant stream is used and whether funding is administered centrally or devolved to schools, it *must* have some form of ring-fencing and close accountability otherwise there is no guarantee that it will be spent specifically on meeting the needs, and raising the attainment, of minority ethnic, GRT and EAL/WAL learners. There has to be transparency about expenditure. Ideally, there would be explicit strands within a wider education funding stream, with freedom for consortia, local authorities or schools to supplement funding from other sources, but ring-fencing is required to prevent erosion of targeted funding in these areas as we have seen in England over the past 6 years and already in Wales over the last two.

9. Link future funding to numbers and needs.

Future funding must be linked to numbers and identified needs, so that increases or indeed decreases can be adapted to, not driven by political agendas but by the best interests of the CYP affected. Funding must be set at a minimum level that will allow local authorities or collaborative services to operate a functioning advisory team to deliver CPD and build capacity at SMT and teacher levels, and to provide additional specialist teachers and teaching assistants to meet pupils' needs where expertise in schools is lacking.

10. Set up a working group to develop a simple mechanism for allocating funding in each of the three strands and detail a set of accountability measures for its use.

Up to now, all discussions about accountability mechanisms and outcome measures have been conducted at very senior levels and apparently made little progress in over two years. The working group must involve EMA and GRT service leads who understand what is meaningful, realistic and practicable in terms of tracking, monitoring and accountability. They or their predecessors have been the ones responsible for gathering the data, allocating the funding and submitting bids over the past 16 years.

11. Guarantee a level of stability by awarding funding on a three to five year basis.

For many years, the lack of job security and guaranteed funding in these areas of work has been a constant concern, leading to a drain in good quality teachers. In the last few years, several experienced practitioners have left the profession. To attract and retain high quality staff, and to drive through successful improvements in capacity-building and CYP support, an amount of funding must be guaranteed for a number of years.

ORGANISATION OF PROVISION AND TARGETING

12. Explore different models of collaborative working between local authorities

The working group involving relevant professionals in the fields needs to explore different models of working collaboratively between or across local authorities. This does not have to follow the GEMS model of simply buying-in to a service led by another authority because this tends to shift ownership away from each local authority. Rather, it should look at ways in which locally-focused services can be co-managed, co-ordinated and share resources to address changing needs. If the Council reorganisation goes ahead, this will have to happen in some form anyway. Any suggested models should take account of and not pre-empt a Council reorganisation. However, to maintain quality staff, there must be some internal management structure providing opportunities for promotion.

13. Target funding and provision more precisely

Data at *national, regional and local* levels need to be used to inform decisions about targeting funding and provision. Leaving this simply to local level priorities may not pick up on small numbers of isolated individuals who are under-attaining but, when they are combined with small numbers from other schools and authorities, they contribute to a larger picture of attainment. This is especially true of Black and Mixed ethnicity pupils who, aside from concentrations in a small number of inner city schools, are quite widely dispersed in comparatively low numbers in other schools across Wales. There are several ethnicity sub-groupings whose attainment figures are below national averages. These need to be highlighted at national and regional levels and targeted at local levels. It makes no difference whether the borders are drawn around 22, 8 or 4 regions, local data aggregate to regional data, which aggregate to national data, it's just about discerning what is most relevant where. If data are shared, the picture of need should be clear to all.

- 14. Use more refined ethnicity and first language sub-categories for recording and analysing data (e.g. those within the Black African, Any other White and Any other ethnic backgrounds) to better identify the needs of groupings within those categories such as Somali, Yemeni, Portuguese and Filipino.**

The more you subdivide data categories the smaller the cohorts become until figures become too small to be publicly disclosed. However, these figures can be used internally to identify need and allocate support. Every individual counts, and being alert to the fact that each child is part of a larger community with a particular pattern of educational access or attainment can focus attention more clearly on giving appropriate support to each child.

TRAINING AND CAPACITY-BUILDING

- 15. Use the expert team (See Rec. 2) to train advisers in the most relevant research, best quality approaches to school improvement and the practical guidance developed for schools.**

A crucial element of both the National Strategies and the London Challenge, associated with strong results amongst ethnic minorities in their aftermath, was the commitment and time devoted to training and upskilling staff, delivered by experienced practitioners and trainers. With current levels of knowledge and expertise amongst general school staff in schools in Wales, the advocated model of school-to-school sharing could become more of a dissemination of ignorance than of expertise.

- 16. From within the pool of local authority advisers build a national team or regional teams of trainers to disseminate good practice and coaching to school clusters throughout Wales going into the future to make the drive for improvement sustainable.**

Recognising that the employment of a specialist team is likely to be short-term for financial reasons, to make improvements sustainable, a team of long-term employed advisers needs to be utilised to continue dissemination of good practice by coaching through national or regional models of education improvement. This may be akin to the kind of advisers in Cardiff and Swansea but there is no set of similar advisers working across other authorities. Such a team must have status and be given time to work with schools and individual staff members, not simply to deliver one-off training.

- 17. Ensure that the revamping of Initial Teacher Training brings about more robust input and greater consistency in the delivery of these elements across ITT institutions.**

The British Council report on EAL in ITT in Wales found considerable inconsistency and variable levels of coverage of the QTS standards on diversity and EAL/WAL. This needs to be addressed as part of the review of ITT.

- 18. Establish an accredited national qualification for teachers and for bi/multilingual teaching assistants to follow onsite or via distance learning, on working with learners from diverse ethnic, religious and linguistic backgrounds.**

Some courses have been developed in Wales in the past and other distance learning courses are available in England, but uptake has been largely limited to specialist workers employed by central teams. Raising the status of these areas of work and highlighting the importance of further professional development, with targeted marketing, could make such courses more sustainable in Wales. Nationally recognised qualifications for teachers and TAs could be delivered collaboratively in a joint venture between the HE institutions in Wales, sharing expertise through a mixture of direct, virtual and distance learning inputs.

- 19. Use specialist peripatetic and school-based staff to help build capacity in schools through greater involvement in planning and partnership working with class teachers.**

The most successful model of capacity-building at classroom level has been that of joint or partnership working between specialists and class teachers, in which both parties benefit from each other's expertise in planning and delivery. This model was first promoted in the early 1990s and those who have followed it have found it to be productive. However, marginalisation of these fields of provision has meant that too often in schools, the specialist staff members have been told to sit with the children and work with them alone, rather than develop equal co-working to produce a more inclusive whole-class and whole-school environment. Recent reductions in experienced staff and devaluation of their specialist skills mean this type of working has been further marginalised. Partnership working should be viewed as the norm.

20. Utilise a 'ladder of support' model to ensure fair allocations of provision matched to need

Linked to capacity-building, there needs to be some evaluation of the scale of support required. As schools become more skilled and self-reliant on their own increased capacity, they will need progressively less external input but this requires robust evaluation which can be monitored through advisers and central team oversight. Relying on Estyn for this type of evaluation is not sufficient. The team of advisers (suggested in Rec 15 and 16) in conjunction with local authority service leads and specialist staff working in schools could be well-placed to carry out this kind of supportive evaluation.

21. Each school with a BAME, GRT or EAL/WAL CYP should have a designated person with responsibility for overseeing their care and provision

Recognising that there are far too few specialist staff employed to work with minority ethnic, GRT and EAL/WAL CYP across all schools, there is a need for each school with such a pupil on roll to have a designated person with responsibility for: advocating for those CYP's needs; for keeping up-to-date with developments in the field (perhaps through membership of professional associations and networks); for participating in training and building capacity in their school. Every single CYP matters, so even a school with just one learner should have a named person. The role should be given to those who have a genuine interest in advocating for these pupils and have a strong commitment to equality, not simply to SMT or teachers wanting an extra point on their salary scale.

EQUALITY COMPLIANCE

22. Commission an independent review of the extent to which the Welsh Government has complied with its statutory duties under the Equality Act 2010 and followed its own protocols in respect of the funding and policy decisions affecting the MEAG and GT Education Grant between 2013/14 and 2015/16.

23. Review the Welsh Government's approach to inclusive-policy-making to ensure that Equality considerations are made at the outset of design, not towards the end or after the policy has been implemented.

The Achievement of Ethnic Minority Pupils in Wales, 2003

<http://gov.wales/docs/dcells/publications/121119ethnicminoritypupilsen.pdf>

Recommendations from Section 1, page 9

- Monitoring of achievement by ethnic background must be carried out by all schools in Wales to ensure that the attainments of pupils from different ethnic backgrounds can be identified at each Key Stage and tracked over time.
- Future research on ethnic minority achievement should focus on pupils from distinct ethnic backgrounds rather than regarding all ethnic minority pupils as belonging to a single homogenous group. Socio-cultural and linguistic differences must be taken account of.
- All authorities with responsibility for education in Wales, including the Welsh Assembly Government, the Qualifications, Curriculum and Assessment Authority, Estyn, Local Education Authorities and Schools must make a high priority of raising the achievement of ethnic minority pupils in order to address the inequalities which currently exist.
- Specific training, staffing, strategies and initiatives must be put in place and adequately funded.

Recommendations of the full report, pages x-xii of the Exec Summary

Ethnic monitoring

- The Welsh Assembly Government should monitor attainment and other data impacting on attainment at a national level by ethnicity and gender
- LEA information officers should monitor the data available to them through SIMS by ethnicity and gender
- All schools should monitor attainment and other aspects of school life which impact on attainment by ethnicity and gender
- Annual targets for ethnic minority achievement should be set by the Welsh Assembly Government, all LEAs and all schools with ethnic minority pupils
- Strategies should be put in place to address underachievement of identified groups and individuals
- LEAs should give school advisers and advisory teachers responsibility for monitoring ethnic minority achievement and strategies used in schools
- Estyn should include reference to attainment by ethnicity and gender in all school inspection reports

EMAG and meeting needs

- EMAG funding should be increased to match the increased need identified through recent ethnic monitoring
- EMAG should be removed from GEST and administered as a formula-based standalone grant in a way that allows stable, longer term funding to be provided – this is essential for increasing the status of EAL/EMA support and for attracting and retaining quality staff
- Monitoring the use of EMAG funds should be carried out annually
- The focus of EMAG funding should be widened to target other issues of achievement as well as EAL
- Specific projects should be considered focusing on groups with particularly significant achievement needs such as Somali, Yemeni and Black Caribbean pupils

Training

- All Initial Teacher Training, Continuing Professional Development, Headteacher and Senior Management training courses should include compulsory elements on meeting the needs of ethnic minority pupils and those for whom English is an additional language
- Estyn should inspect the quality and standards of training offered on these courses
- An extensive and ongoing national programme of training implemented through LEAs should be established for mainstream staff and senior management in schools on the following: Race equality, cultural diversity, meeting the needs of ethnic minority pupils, English as an additional language acquisition, supporting higher stage EAL learners and dealing with racist incidents
- Multiethnic schools should consider using one of the 5 mandatory INSET days per year to address issues relating to race, diversity, equality and EAL
- LEAs should provide ongoing support for schools through their advisers and regular training courses

Professional qualifications

- Higher education institutions should be encouraged to develop a range of qualifications for bilingual assistants and teachers to raise the status and level of professionalism of practitioners in the field of EAL/EMA in Wales
- A recognised professional teaching qualification specialising in EAL/EMA should be established

Ethnic minority and community language teachers

- The General Teaching Council for Wales should monitor the teaching force by ethnicity and create initiatives to encourage more people from ethnic minority backgrounds to enter the profession. Job shadowing should be used as an intermediate strategy
- Incentives should be offered to encourage more people to become teachers of community languages

Dealing with racism

- Schools should assess and find out about the levels of racism in their schools by consulting with pupils, parents and teachers
- Clear and appropriate policies and procedures to follow in dealing with racist incidents should be implemented in all schools
- Training on dealing with racist incidents should be provided for all teaching and non-teaching staff
- Levels of racist incidents should be monitored and reported to the LEA
- Estyn should include reference to the way schools address racism in all school inspection reports
- ACCAC should ensure that addressing racism is explicitly included in revisions of the PSE Framework

Pupil profiling

- Schools should collect a range of detailed and specific information on admission about ethnic minority pupils' backgrounds, home languages, time in UK, previous education, parental languages and levels of literacy as well as recording baseline, EAL stage and other assessment information
- This pupil profile information should be shared with class teachers to inform their teaching and pastoral support

EAL/EMA support

- Schools in receipt of EAL/EMA support should make every effort to include support staff in joint planning and make time for liaison between mainstream and support staff
- Partnership teaching between mainstream and support staff should be encouraged as a model of good practice
- Strategies and approaches should be flexible and tailored to the needs of individual pupils

Attendance

- Schools should monitor attendance by ethnicity and be effective in communicating to parents their expectations for attendance and punctuality
- Schools must be proactive in working with parents to minimise the potential disruption to children's education of prolonged absences. Dialogue must be promoted about timing, length of visit, provision of work for pupils and arrangements to catch up with missed work on return. This is particularly needed within the Indian subcontinent and Arab communities in Wales
- The Welsh Assembly Government should consider producing guidelines on extended visits to families' countries of origin. These should be translated into the relevant community languages

Encouraging participation

- Schools should be proactive in negotiating alternative approaches to encourage greater participation by ethnic minority parents. This is particularly the case for secondary schools and schools whose pupils live some distance from the premises
- Alternative timings of parents' meetings should be considered
- Schools should set targets specific to ethnic minority parental inclusion where involvement is low

Communication, translation and interpretation

- Schools should know the literacy levels of their ethnic minority parents in home language and English/Welsh and should ask them whether or not they would like translation and interpretation to be used
- Translation and interpretation should be provided wherever it may be useful to promote effective communication with parents. Schools should not rely on children or siblings to interpret for them unless this is unavoidable

- Traditional methods of school communication such as letters may not be appropriate for some parents. Where this is the case schools should explore alternatives such as personal contact, phonecalls or even the use of cassettes and videos in the relevant languages to inform parents of what is happening in the school, when and how they can be involved

Home languages

- Bilingualism and multilingualism should be encouraged and supported to enable pupils to reach high standards of oracy and literacy in English/Welsh and their home languages
- Where possible pupils should be sensitively encouraged to use their home languages in class discussions, and as part of their daily working
- Schools should work together and with the community education sector to offer more pupils the opportunity to study community languages to GCSE

Joint working to tackle social disadvantage

- Different governmental and local authority agencies should work together to address issues of social disadvantage, supporting communities in overcoming the barriers they face
- Careers Wales should develop and offer culture-sensitive advice to specific ethnic minority communities where unemployment is high such as the Somali community in Cardiff or where experience of varied careers is less common such as the Bangladeshi community in Swansea

Adult education

- Adult and community education should work together with Careers Wales, ESOL, LEA officers and schools to build partnership learning for families. Existing schemes for family literacy should adapt to the needs of the families particularly by offering support to mothers in both English and home language
- ESOL and family literacy schemes should consider broadening the support offered beyond basic literacy activities to include learning about school and how to help children develop academically

Inspection

- In all schools with ethnic minority pupils on roll, Estyn should inspect and report on standards of provision for these pupils and the strategies which are used to raise achievement
- In all schools with EAL pupils on roll, Estyn should inspect and report on standards of provision for them across the curriculum and the life of the school
- Estyn should include reference to the way schools address race equality and cultural diversity in all school inspection reports. These themes should be evident as strands running through all reports

A culturally diverse curriculum

- ACCAC should implement the commitment of the NAFW Equal Opportunities Group's response to the Stephen Lawrence Inquiry to revise the 2005 national curriculum to promote race equality and cultural diversity
- In delivering a culturally diverse curriculum and the Cwricwlwm Cymraeg, the nature of 'Welsh' as a multiethnic identity should be promoted

Assessment

- National moderation of EAL assessment should be carried out annually
- School level assessments of ethnic minority pupils should be made more culturally appropriate. Reliance on national standardised tests may only serve to reinforce a deficiency model
- Consideration should be given to a more detailed consistent set of assessments which will track EAL pupils' progress along recognised EAL pathways and can be used both diagnostically and formatively alongside the national curriculum and the national EAL 5 stage model

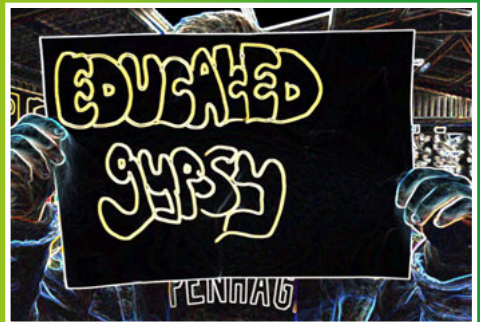
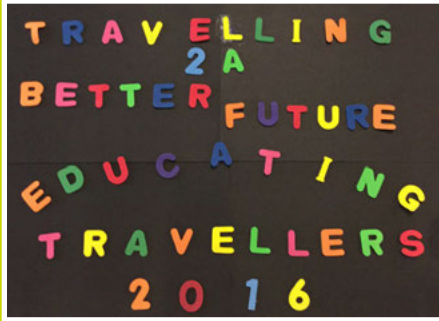
Future research

- Future research on the needs of ethnic minority pupils should consider different ethnic groups independently of one another rather than regarding all ethnic minorities as a single homogenous group
- Specific research should be commissioned on the needs of Roma Gypsy and Traveller pupils
- Further research is required on the achievement of unsupported ethnic minority pupils in Wales
- Additional research is required on the achievement of ethnic minority pupils in Welsh-medium and bilingual Welsh-English schools

Agenda Item 3.3 AHEAD

Good Practice in Education: Peer Research Project

YOUNG PEOPLE'S REPORT



INTRODUCTION

Travelling Ahead is a project hosted by Save the Children working across Wales with children and young people from Gypsy, Roma and Traveller communities. Travelling Ahead aims to support young people to realise their rights and have a voice in issues that affect them. The project supports local youth forums, young people help organise regional events twice a year and there is a National Forum for young people held annually. Travelling Ahead is funded by the Welsh Government and a small grant from Children in Need has helped us carry out this Good Practice Project in Education.

This is a report for the young people who took part in the education research project between 2014 – 2015. Through our forum work you told us that you often face barriers in accessing education and that removing these barriers could help negative attitudes and increase your involvement in education. We listened to what you said, and as a result, we developed the 'Good Practice in Education' project. The project was designed and delivered by young people themselves.

Two groups of young people acted as a reference group and came up with questions that were developed into a confidential survey that was sent out to young people like you across Wales. Over 50 young people completed the survey. If you filled one out; thank you!

We also worked with groups of young people across Wales to create 'school report cards', which gave some of you the opportunity to grade your school from A-F and talk about your educational experiences in more depth. All of the information from the surveys and the report cards have been put together to create this report. Travelling Ahead has also set up meetings with decision makers in education so that you can share your views.

At the end of the project we held a final focus group of 12 young people - you developed the final recommendations in this report so that those in charge can read about your opinions and help improve how you learn.

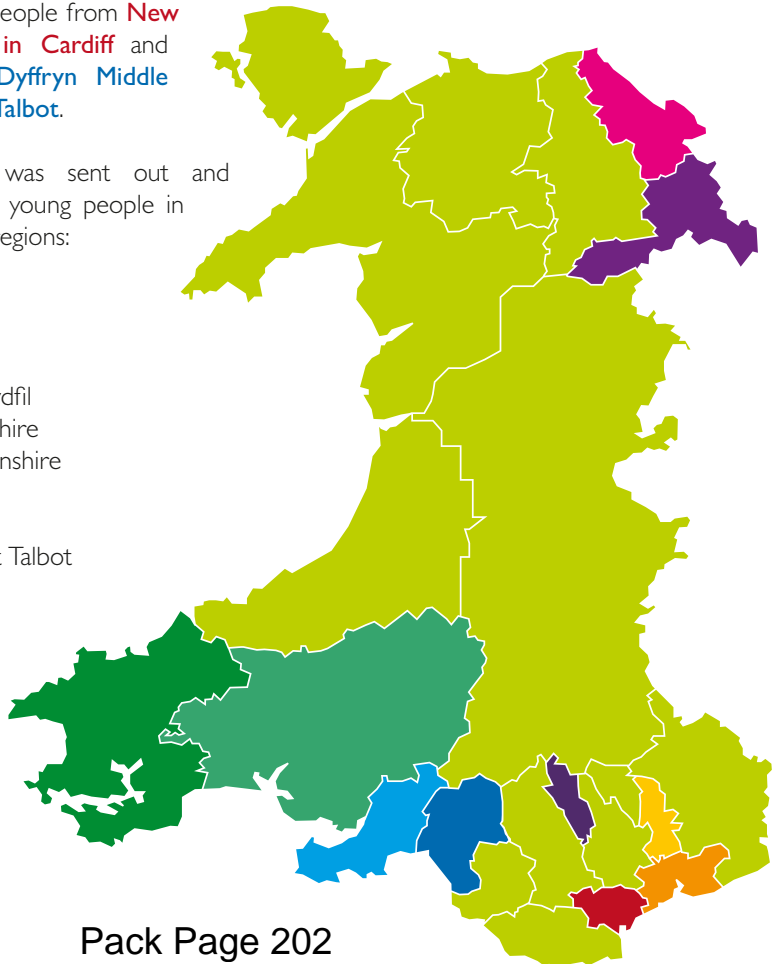
Thanks to everyone who took part and let's see what you have to say!

List of regions and groups involved in the 'Good Practice in Education' Project.

Our reference group who designed and analysed the survey was made up of young people from **New Leaf Forum in Cardiff** and pupils from **Dyffryn Middle School, Port Talbot**.

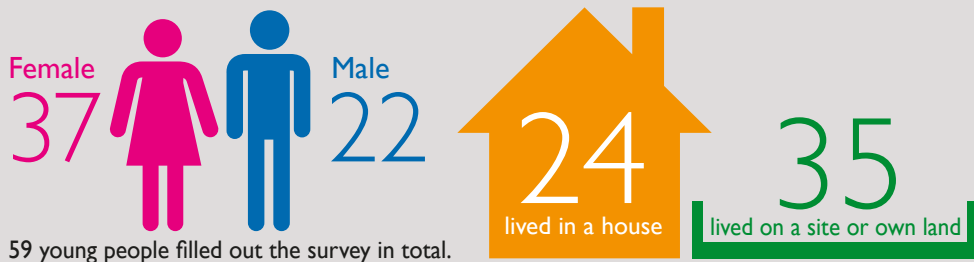
The survey was sent out and completed by young people in the following regions:

- Cardiff
- Flintshire
- Wrexham
- Merthyr Tydfil
- Pembrokeshire
- Carmarthenshire
- Newport
- Torfaen
- Neath Port Talbot
- Swansea



SURVEY

We asked you to fill out a survey which looked at your education and what you need. Here are the results:



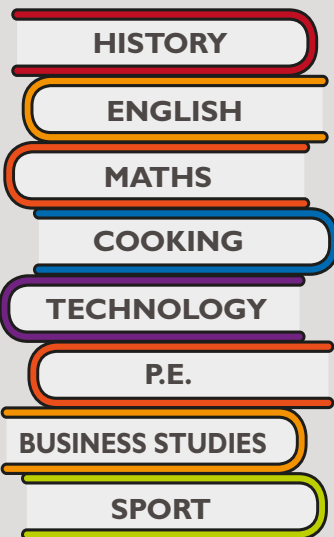
Do you attend school?

No 4
Yes 55

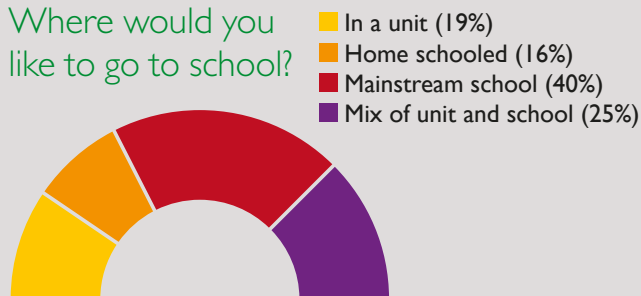
Have you ever been home schooled?

No 55
Yes 6

Our favourite subjects are...

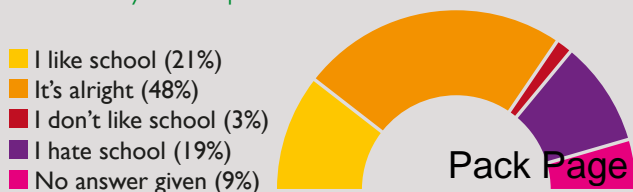


Where would you like to go to school?



Out of 57 responses, most of you (23) would like to go to a mainstream school, 2 did not respond.

What is your opinion of school?



Out of 54 responses, most of you (28) thought that school was alright, 5 did not respond.

RESULTS

Do you find school boring?



- 34 said Yes
- 19 said No
- 6 said Sometimes

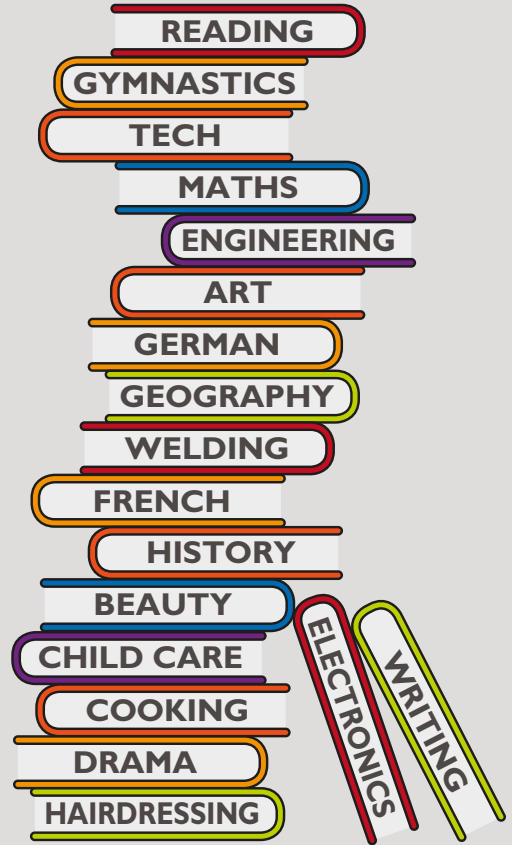
Do attitudes from those who don't go to school affect how you feel about school?



- Yes (19%)
- No (75%)
- Answer not given (6%)

Most of you said that attitudes didn't affect how you feel.

What would you like to learn?



These are the things you said you'd like to learn in school.

Do you think Gypsy & Traveller young people are treated differently than other young people in school?



26 said Yes, 21 said No, and 12 did not answer.

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IN THE SURVEY YOU ALSO TOLD US:

"We need a Gypsy teacher."

"Some young people want to go to school but their parents won't let them."

"I won't be going to camp next year because mum and dad say the school is too far away, and they don't want me to go on the bus on my own. Mum thinks I will see and learn bad things."

"We want to do a presentation to who's in charge of our education so they can learn about us."

"I'd rather go to ACT." (Training Company)

"Some of us have to stay home and help our family."

"We feel scared for our future"

"We feel let down."

I go to school because...

"I want to get a job when I'm older."

"To have a good job and to be independent."

Are you treated differently at school?

"Yes, settled community don't have to stay in one room."

"Yes, because teachers don't understand who we are."

"Yes, everybody is different, I sometimes get called 'pikey' or 'gyppo' but overall it's not too bad."

"Sometimes, it depends. We do get called 'pikey' and 'gyppo'."

What would make you go to school more regularly?

"If it was more fun."

"If it was a Gypsy and Traveller school."

"Having Traveller support."

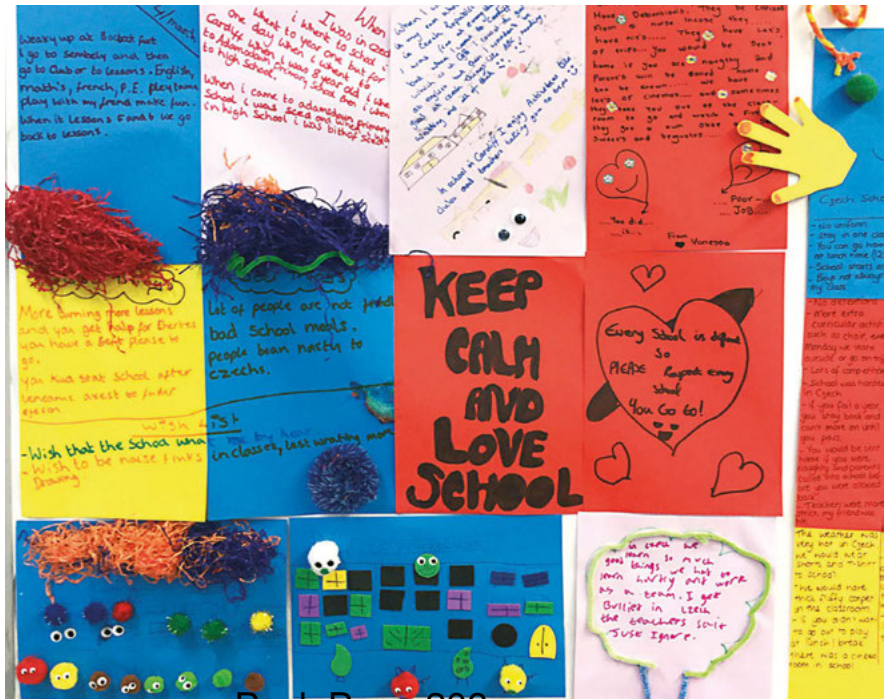
"We don't get an education."

"Someone was supposed to come to the site to teach us, but they don't."

RESEARCH FINDINGS - THE REPORT CARDS

Travelling Ahead runs three regional forums around Wales (South East, South West and North Wales) – through these some of you who had filled in surveys also looked at things more closely to identify what you felt was working well, and not so well in school and education. Your groups

listed their opinions and graded them from A-F. Some of you also came up with an 'education wish list' which gave you the opportunity to tell us what kind of things you would like for your education in an ideal world.



Pack Page 206
Individual report cards by young people in secondary school 2015

REPORT CARD

Region A

Working Well	Grade
When you first start school, you get someone to follow; take you to class etc.	A
Free music lessons.	A
Good facilities.	B
We can talk to teachers if we have any problems.	C
Doesn't work well	Grade
Some rooms could be warmer/colder.	C
Not supported by some teachers to achieve our best.	C
In some lessons we are distracted by other pupils. No chance to show what we can do and be placed in the correct set for our abilities.	C
No real opportunity to express ourselves in lessons i.e. answer questions in class.	C
Some people in school don't accept us.	C
Transition Day promises weren't met i.e. help and support.	C
Supply teachers - no relationship with the young people, don't understand how we learn and our learning needs.	D
Some of us don't have access to computers and/or WIFI at home. Can't do our homework.	D
Some teachers don't listen to us if we need to talk.	D
Education Wish List	
<p>No uniform, school starts at 9am and finishes at 1pm, nice, clean hygienic classrooms, no tests but keep a record of all our stuff so we can remember - coursework, we want a special Traveller school, have lessons on our culture, boys lessons- building, maintenance, engineering, car maintenance, reading, maths. Girls: lessons- drama, cooking, history, youth group.</p>	

REPORT CARD

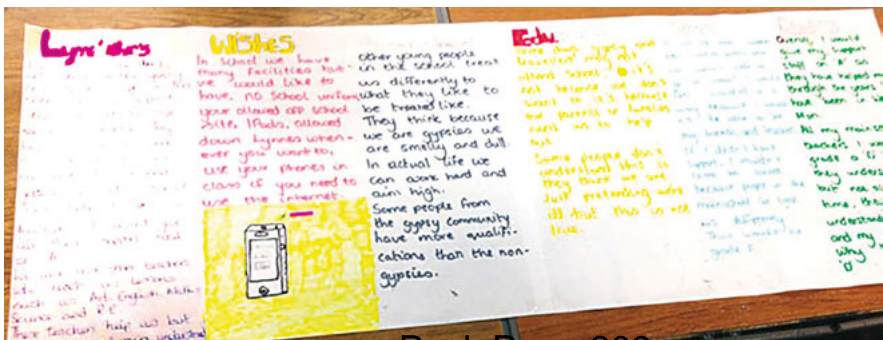
Region B

Working Well	Grade
If it wasn't for our Traveller Support team none of us would probably go to school. They help us study for our exams. If this was taken away then we would feel we had no place in the school.	A
Some of the teachers have exciting and fun lessons that aren't all about writing everything and reading. Most of them motivate their pupils.	B
The school is a big place, which means if you needed some space, there's a place to go. Some of the pupils here are friendly and like to mix with Travellers and learn about our culture.	B
Some of the rules like no bullying and vandalism are important. Some of the uniform is OK.	C
Doesn't work well	Grade
Negative teachers. Some teachers don't understand our way of life, so they get really annoyed with us instead of trying to understand us. We want to organise a meeting so they can understand our culture.	D
Some supply teachers don't know how to teach us properly. Some of the supply teachers don't know how to discipline students.	D
Some of our equipment and books have been ruined. Our science books have been torn apart and have rude words in and images, so we need new ones.	F
The non-Traveller pupils sometimes don't understand us and treat us differently.	F
Education Wish List	
Come to school at 12, have a relax/chill-out room, have some Gypsy teachers, new head teacher, no uniform, more music lessons.	

REPORT CARD

Region C

Working Well	Grade
P.E. is fun.	A
Good school trips.	A
All together in one class.	A
We get qualifications.	A
Teachers treat us with respect.	B
Bullying is dealt with well.	B
Doesn't work well	Grade
Not taught life skills.	D
Too many exams in a short space of time. Too stressful.	D
Facilities like I.T. need updating.	D
Too much homework.	F
Education Wish List	
Better teachers, shorter lessons, iPads, comfortable chairs, more choice in subjects; learn practical life skills, different sports, longer breaks, no uniform.	



Individual report cards by young people in secondary school 2015

A CLOSER LOOK

Travelling Ahead is continuing to work with the groups of young people to support their education and ensure that the views and experiences of young people are taken account of by education decision makers in their local authorities.

Some of you were concerned about the plans for your education, some young people didn't go to school, lacked formal education at home and others felt they didn't have a say in decisions that were being taken. This section looks at two issues that were important to you:

LA 1: A group of young people not attending secondary school, this is what they would like to see offered as an alternative to school.

Education Wish List

- Tutor to the POD/Play centre to prepare for Training at 14
- ICT skills, basic reading, writing and maths skills
- Life skills – budgeting, How to set up a bank account, confidence building, listening skills
- Hair and Beauty, cooking, mechanics, building, modern languages, BTEC's, NVQ's, complementary therapies, graphic design, film - more vocational qualifications
- Centre based education
- Equipment – laptops, books, pens etc., tables chairs to go in either the POD or the play centre
- Main hub at the play centre and/or POD, then access to local schools and colleges/ training providers for access to additional equipment/staff etc.
- Turn the POD into a learning environment
- 3 days at 2 hours a day to start, to get back into education
- Tailored curriculum for each pupil- we all learn at different paces, and have different learning styles.

Footnote

1. POD refers to a community building on a Gypsy and Traveller site



Workshop with girls group 2014

LA2: A group of young people whose school is facing closure - these are the views of the group about the impact of a new school.

Education Wish List

- Worried we would stop doing our group
- No one consulted us about school closure
- We should have had a say
- No one has talked to us about the school closing
- Lots of rumours which are worrying us
- We did a petition but had no feedback. "Didn't mean anything"
- Our school is very inclusive and flexible in a way that works for us, we won't get this at another school
- Difficult transition- challenges for us
- Primary school not connected, not practical for transition to high school
- Distance to new school is a problem
- We're worried the community around the new school and the area may not understand or welcome us, because there will be a higher number of Travellers in the area and they won't be used to it.

YOUR RECOMMENDATIONS TO IMPROVE GYPSY, ROMA AND TRAVELLER YOUNG PEOPLE'S EXPERIENCE OF EDUCATION

In our final focus group we looked at the results of the surveys you filled in as well as the report cards you created and you came up with some recommendations to improve your education.

Many of you said you face some barriers when it came to school, like fears about drugs and smoking in school, bullying and fears about being taught things that are not allowed by your parents. Many of you thought that your education did not always reflect or respect your culture and the strength and skills of your communities. You wanted to feel more positive about school and for your parents to feel comfortable about you staying on at school. Here are the changes that you would like to see:

1. Teachers in school need to try and understand our culture. They should have training on understanding Gypsies, Roma and Travellers to help us achieve our best. This goes for supply teachers too!
2. Make sure we have access to up-to-date equipment and access to computers and the internet if we don't have it at home to help with our homework.
3. Access to more hands on courses, like Building and Hair and Beauty, and not just academic courses.
4. Assessments on each individual to see what level they are at to help them get back into education if they're not in school. This would also work for those in school too.
5. Better support and guidance when we move up from primary school to secondary school to help make the transition easier and less scary.
6. We must be consulted and asked our opinion on any changes to our education or where we learn.
7. If we are being bullied or experiencing a hate crime, there must be a teacher or adult who we can talk to and who can help us report things if we need to.

8. Extra funding put in place to support us in school and for trained tutors to help us learn if we want home tutoring.
9. Find a way to build relationships between our families and schools to break down barriers and increase our participation.
10. We should have an equal chance to learn and get an education like those from the settled community.
11. Schools should make sure they listen to our voice to make sure we are happy in school and to make sure we attend regularly and help us if we have problems.
12. There should be a tailored curriculum for Gypsy and Traveller pupils which is flexible for our needs.

We also have three top tips for schools on how to work with Gypsy and Traveller pupils:

1. Be aware of our culture
2. Be aware of our differences with the settled community
3. Flexible education and part time attendance options for all pupils around Wales

For more information contact:

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Ariennir gan
Lywodraeth Cymru
Funded by
Welsh Government

Agenda Item 5.4

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

CYPE(5)-01-17 – Papur | Paper 6 – i’w nodi | to note

Ymateb gan | Response from : ProMo-Cymru

Evidence Sessions 1 and 2 – 16, 24 November 2016

As the Head of Social Action with ProMo–Cymru, responsible for the national Meic advocacy, information and advice helpline, I am writing to you, the Chair, to thank the Committee for undertaking this inquiry and hearing evidence from a number of interested parties.

I would also like to follow up on references made to Meic during some of the sessions, particularly in respect of the omission of Meic from the National Approach. I am happy for this letter to be circulated to Committee members as you see fit.

The Committee is already aware that Meic is the national information, advice and advocacy helpline service for children and young people in Wales – accessible to them 16 hours a day, every day of the year, through the medium of Welsh if wanted, through any communication device in any geographical location / physical setting – the ultimate safeguard and back up.

Members of the Committee expressed curiosity and sought an answer to the question regarding the omission of Meic from the National Approach – a stated observation of a fact, which we find extraordinary, and that remains a concern.

Having seen the transcripts of the evidence session, and the responses from Children in Wales (Mr. O’Neil, Session 1), and the Children’s Commissioner (Professor Holland and Ms Thomas, Session 2), and without repeating the points made by us in our written submission, I would like to offer our direct response.

Marco Gil-Cervantes, the Chief Executive of ProMo-Cymru was a representative on the Ministerial Expert Group on Advocacy (MEGA), which, whilst it focused on Statutory Advocacy explicitly had Meic on the Agenda but when MEGA was disbanded Meic was not carried forward to future discussions.

The SWOT PESTEL of proposed advocacy delivery models carried out by the Advocacy Providers Group highlighted Hybrid model as the best way forward and proposed, the “collaborative commissioning such as Meic Helpline – could build upon Meic Service”. It is the Hybrid model that has been progressed.

From the point that the MEGA group was disbanded and developments were carried forward by Strategic Leadership Group, Meic and ProMo-Cymru was no longer engaged in direct discussions. As already highlighted we believe this is a missed opportunity.

We would welcome any opportunity to engage in open and direct discussion to establish clarity. Given the opportunity for open discussion with a cross section of stakeholders, this could result in improved understanding of Meic, what it delivers, how it works, and most importantly how Meic’s full potential could be harnessed to deliver better outcomes for children and young people as part of the statutory advocacy landscape as well as more broadly.

We have been successfully delivering Meic since its inception in 2010 and have been developing and making ongoing improvements to the service based on reiterative learning as well as discussions with a range of stakeholders, including our service users and our Welsh Government partners and funders. We know the service has an established track record and is highly valued by those who are familiar with and understand it.

We wish to broaden this understanding, and in so doing would expect this to lead to:

- improved understanding of Meic’s role in safeguarding children and young people,

- improved awareness and use of Meic by professionals in their supportive and safeguarding role to children and young people, and finally,
- active promotion of Meic by commissioners and providers to children and young people who could benefit from our early intervention (diversion away from services) or our support to secure entitlement to appropriate services as needed
- improved promotion and awareness of Meic within Welsh Government, as supported by the recent co-ordinated approach to the national anti bullying campaign

Specific and detailed proposed suggestions on where and how Meic fits in the National Approach and the wider advocacy agenda is set out in our written submission.

As stated in our formal response to the consultation we feel strongly we have much to offer and contribute that is of benefit to children and young people themselves, the professionals who support them, and the commissioners who procure advocacy services. We would welcome any opportunity to directly contribute to existing forums and / or new ones for progressing and developing the gaps identified.

Stephanie Hoffman
Head of Social Action
ProMo-Cymru

Ein cyf/Our ref MAP/ARD/7510/16

Lynne Neagle AM
Chair of the Committee
Children, Young People & Education Committee

12 December 2016

Dear Lynne,

Thank you for your letter of 23 November seeking additional clarification regarding funding arrangements for the Council for Wales Voluntary Youth Organisation (CWVYS).

As the committee is aware I have reconsidered my approach to transition to a new approach to securing representation and support for the voluntary youth work sector and have communicated this change to CWVYS.

As was apparent in the evidence provided to your enquiry, there is great dissatisfaction within the sector. What is also clear is that there is no clear consensus on the best way forward.

Regular and ongoing dialogue has been, and continues to be, a feature of our relationship with CWVYS, the Youth Work Reference Group and other stakeholder and representative groups. I have recently met with representatives of the Principal Youth Work Officers Group and met as planned with the Youth Work Reference Group on 8 December. The Reference Group were able to offer a number of constructive and positive suggestions for future working which I have asked officials to take forward. In particular I look forward to the group having a fresh focus in the new year on working collaboratively with us to refresh and renew Extending Entitlement.

Bae Caerdydd • Cardiff Bay
Caerdydd • Cardiff
CF99 1NA

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Rydym yn croesawu derbyn gohebiaeth yn Gymraeg. Byddwn yn ateb gohebiaeth a dderbynnir yn Gymraeg yn Gymraeg ac ni fydd gohebu yn Gymraeg yn arwain at oedi.

We welcome receiving correspondence in Welsh. Any correspondence received in Welsh will be answered in Welsh and corresponding in Welsh will not lead to a delay in responding.


Our National Youth Work Strategy (2014-18) set out that support to the broader voluntary sector should be reviewed during the lifetime of the strategy. It is this consideration of the most effective way to achieve our objectives that I have been engaged in; this is separate and different to consideration of the need for a new National body or framework for youth work which is a matter still very much under deliberation with the sector.

In January 2016 Welsh Government commissioned Trinity Saint David to explore the most appropriate arrangements for supporting the voluntary youth work sector beyond 2016. [Their report](#) highlighted many issues that chime with those raised in evidence to the committee. For example, national and local organisations identified they have different ways of working and required different ways of support. The report identified a number of gaps, including a lack of consistency in the support for the voluntary sector across Wales and a lack of awareness among local voluntary organisations about where and how youth work policy is developed. The report recommended, amongst other things, establishing a grant to support local CVCs to share good practice in youth work, to work as a link between the statutory and voluntary sector and to provide vital support.

More broadly, we will also be exploring options for future models of youth work delivery. CWVYS, as participants of the Reference Group, will be able to play a full part in these discussions and any recommendations the group may put forward to me following those discussions.

It is clear that there is much to do but also that there is an appetite to work collaboratively to develop a cohesive vision for the future and a structure that is fit for purpose. Any new model of provision and support will need the space and resource to enable it to function effectively, and in the current climate that means doing things differently to make better use of existing resource. I intend to make a statement on the timetable for this work and general direction of travel in the spring.

Yours sincerely



Alun Davies AC/AM
Gweinidog y Gymraeg a Dysgu Gydol Oes
Minister for Lifelong Learning and Welsh Language

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