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SUPPLEMENTARY PAPERS

Committee	CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE
Date and Time of Meeting	TUESDAY, 9 JANUARY 2018, 4.30 PM
Venue	COMMITTEE ROOM 4 - COUNTY HALL
Membership	Councillor Bridgeman (Chair) Councillors De'Ath, Philippa Hill-John, Joyce, Morgan, Murphy, Phillips, Taylor and Singh

The following papers were marked 'to follow' on the agenda circulated previously

Item 3 – Minutes 14 November 2017 (Pages 1 - 4)

Item 6 - Improving Provision for Children and Young People with Additional Learning Needs (ALN) 2018 - 2022 (Draft Cabinet Report and appendices)
(Pages 5 - 66)

Davina Fiore

Director Governance & Legal Services

Date: Wednesday, 3 January 2018

Contact: Mandy Farnham, 02920 872618, Mandy.Farnham@cardiff.gov.uk

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CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE

14 NOVEMBER 2017

Present: Councillor Bridgeman (Chairperson), Councillors De'Ath, Philippa Hill-John, Joyce, Morgan, Phillips, Taylor and Singh

Co-opted Members: Patricia Arlotte (Roman Catholic representative), Carol Cobert (Church in Wales representative), Rebecca Crump (Parent Governor Representative) and Karen Dell'Armi (Parent Governor Representative)

26 : APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillor Murphy

27 : DECLARATIONS OF INTEREST

Councillor Bridgeman declared a Personal Interest in Item 3, the Families First Annual Report on the basis that he is employed by ACF and advised Members that he would vacate the Chair for that item.

28 : FAMILIES FIRST 2016/17 - ANNUAL REPORT

Councillor Joyce took the Chair for this item because of the interest declared by Councillor Bridgeman.

The Chairperson welcomed Tony Young (Director of Social Services), Angela Bourge (Operational Manager Resources), Ceri George (Improvement Project Manager – Prevention and Partnerships), and Simon Morris (Lead Officer for the Child and Youth Engagement project) to the meeting and to present the report. Ceri George provided Members with a presentation which outlined the following:

- The 6 service packages;
- The TAF approach;
- The current challenges – maintaining delivery in face of reduced funding and the uncertainty over the future;
- Interpretation of the data obtained;
- Overall performance in 2016-17 and Key achievements; and
- The next steps

Members were invited to comment, seek clarification or raise questions on the information received. Those discussions are summarised as follows:

- Members queried whether there were any plans, or would it be sensible to merge the Families First (FF) and Family Information Service (FIS) phone lines, but were advised that although some consideration had been given to doing that, it was not something that is planned at the present time.
- Surprise was expressed at the high number of self-referrals to the FF Freephone Service and the low number of referrals from Social Workers. Officers were pleased with the high number of self-referrals as it was hoped

that this service would result in a reduction in the number of calls to the MASH, particularly those that results in no further action. The FF Freephone Service was equipped to immediately respond to families with information, advice and details of other services.

- Members queried the current position with the recommissioning process. Some elements will be delivered in house, and others will be commissioned from external providers. There may well be staff who will come within the scope of TUPE. Officers advised that it is expected that there will be significant numbers of staff who will come within the scope of TUPE and therefore a significant loss of staff is not expected.

The Officer Decision Report is to be signed off by the end of the week and will then be circulated to providers. At the present time the process is ongoing with Education; to develop the School Model and Parenting Co-Ordinators. Hopefully this will be completed and agreement reached by the end of this calendar year.

Some additional funding has been received from Welsh Government; this will allow the extension of the Vulnerability Assessment Tool to Primary Schools as well as Secondary Schools, which can be refined to identify and help prioritise families.

- Members asked why there had been a drop off in the percentage of both 17 – 21 and 22 – 25 years olds accessing Families First in Cardiff and were advised work is being done on joined up provision for 16 – 25 year olds at the present time. It has been accepted that there has been a gap but they are now looking to identify risky behaviour, such as substance abuse, accommodation and relationship issues.
- Members sought clarification as to where the funding for schools involvement will come from. Officers advised that a model has been developed based on school clusters, first level Early Help workers will be employed in the clusters and then managed by the Education Directorate. The schools will be approached for funding in line with the Pupil Development Grant (PDG), or they could staff match. FF funding would also contribute. It is hoped that schools will buy in to the model for added value.

AGREED: That the Chairperson, on behalf of the Committee, writes to the Cabinet Member conveying the observations of the Committee when discussing the Way Forward.

29 : FEMALE GENITAL MUTILATION INQUIRY REPORT - CABINET RESPONSE

Councillor Bridgeman returned to the Chair.

The Chairperson welcomed Tony Young (Director, Social Services) to the meeting to present the report.

Members welcomed the report and the opportunity of investigating the issue.

AGREED: To note the report and recommendations.

30 : SCHOOL ADMISSIONS ARRANGEMENTS 2019/20. - DRAFT CABINET REPORT

The Chairperson welcomed Sarah Merry (Deputy Leader and Cabinet Member for Education, Employment & Skills), Nick Batchelar (Director, Education and Lifelong Learning), Michelle Dudridge-Hussain (Operational Manager, Planning and Provision), Brett Andrewartha (SOP Team Manager), and Professor Chris Taylor, Wales Institute of Social & Economic Research, Data & Methods (WISERD), Cardiff University to the meeting.

The Chairperson invited the Cabinet Member to make a statement in which she stated that Professor Chris Taylor had been instructed to research the school admission arrangements and any alternative options.

Professor Taylor expressed his view that there was no need to make many changes; the arrangements do not exacerbate school integration and that changes should not be made unless those changes will make things better.

Members were invited to comment, seek clarification or raise questions on the information received. Those discussions are summarised as follows:

- Members asked whether the introduction of a feeder school subscription would aid with oversubscription and were advised that it was considered in the Equality Impact Assessments carried out, and that because of the very mobile population some were more likely to be disadvantaged than others.
- Members were advised that when considering building schools consideration is given to the trends in a certain area, the demographic, current buildings and sites for opportunity.
- Members were advised, on expressing concern that segregation is more pronounced in Welsh Medium Education, that whilst there is improved promotion of Welsh Medium Education there is still more to be done. Schools are becoming more ethnically diverse.
- Members sought clarification of the information provided to parents about the consultation process for admission arrangements; as that was one of the matters raised by parents at Independent School Appeals. Members were advised that parents are not statutory consultees in relation to admission arrangements.
- Members expressed a great deal of concern in relation to the comment about segregation being higher where there are faith schools.
- Members were provided with a copy of a letter from Albany Solicitors, who represent Asylum Seekers, Refugees and members of the BME communities. The letter provided comments and concerns on the arrangements.

AGREED: That the Chairperson, on behalf of the Committee, writes to the Cabinet Member conveying the observations of the Committee when discussing the Way Forward.

31 : SCHOOL ORGANISATION PROPOSALS - THE PROVISION OF ENGLISH-MEDIUM PRIMARY SCHOOL PLACES IN THE ADAMSDOWN AND SPLOTT. - DRAFT CABINET REPORT.

The Chairperson welcomed Sarah Merry (Deputy Leader and Cabinet Member for Education, Employment & Skills), Nick Batchelar (Director, Education and Lifelong Learning), Michelle Dudridge-Hussain (Operational Manager, Planning and Provision), Brett Andrewartha (SOP Team Manager) to the meeting.

The Director presented the report and advised that Ward Councillors for Adamsdown and Spott were being consulted.

Members were invited to comment, seek clarification or raise questions on the information received. Those discussions are summarised as follows:

- Members sought clarification in relation to the old Ysgol Glan Morfa site and were advised that it would be maintained and consideration is to be given to its future use.

AGREED: That the Chairperson, on behalf of the Committee, writes to the Cabinet Member conveying the observations of the Committee when discussing the Way Forward.

32 : SCHOOL TERM TIME INQUIRY - CABINET RESPONSE.

The Chairperson welcomed Sarah Merry (Deputy Leader and Cabinet Member for Education, Employment & Skills) to the meeting to present the Cabinet Response and outline the recommendations.

AGREED: To note the Cabinet Response and recommendations.

33 : WAY FORWARD

Members discussed the information received and identified a number of issues which the Chairman agreed would be included in the letters that would be sent, on behalf of the Committee, to the relevant Cabinet Members and Officers.

34 : DATE OF NEXT MEETING

The date of the next scheduled meeting of the Children & Young People Committee is Tuesday 12 December 2017 at 2.30 pm

This document is available in Welsh / Mae'r ddogfen hon ar gael yn Gymraeg.

**CYNGOR CAERDYDD
CARDIFF COUNCIL**

CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE

9 January 2018

**SCHOOL ORGANISATION PROPOSALS: IMPROVING PROVISION FOR
CHILDREN AND YOUNG PEOPLE WITH ADDITIONAL LEARNING NEEDS
2018-22 – DRAFT CABINET REPORT**

Purpose of Report

1. To provide Members with the opportunity to consider and review the Draft Cabinet Report (copy attached at **Appendix A**).

Background

2. There are two significant challenges facing Cardiff in relation to provision and support for learners with additional learning needs:
 - Introduction of the Additional Learning Needs and Educational Tribunal Act (ALNET); and
 - The growing number of learners requiring special school or specialist resource base places in order to fully access education and fulfil their potential.

Draft Cabinet Report

3. The draft Cabinet report seeks to enable Cardiff to respond to the Challenges that it faces by:
 - Informing Cabinet of the implications of the Additional Learning Needs and Educational Tribunal (Wales) Act
 - Informing the Cabinet of the projected growth in demand for specialist resource base and special school provision;
 - Seeking Cabinet approval of the Cardiff ALN Strategic Priorities 2018-22; and
 - Seeking Cabinet authority to consult on a range of proposed schemes, to extend and re-align special school and specialist resource base places.

4. The report outlines the following key aspects:
- Population growth and additional learning needs (para 5)
 - Cardiff Additional Learning Needs strategic priorities
 - Priority 1 - Successful implementation of the ALN and Educational Tribunal Act (para 11)
 - Priority 2 - Strengthening our collective capacity to meet all needs (para 25)
 - Priority 3 - Ensuring sufficiency, high quality additional needs provision (para 36)
 - ALN development plan 2018-22 proposed schemes (para 53)
 - Capital and Revenue implications (para 125)
 - Educational Benefits (para 126)
 - Potential disadvantages (para 127)
 - Alternatives considered (para 128)
 - Impact on the Welsh Language (para 129)
5. The report of the Director of Education and Lifelong Learning recommends to the Cabinet that :

1. Approve the Cardiff ALN strategic priorities, 2018-22

Priority One: To improve outcomes for learners with additional needs by successfully implementing the ALN and Educational Tribunal Act

Priority Two: To improve outcomes for learners with additional needs by strengthening our collective capacity to meet all needs

Priority Three: To improve outcomes for learners with additional needs by ensuring sufficient, high quality additional learning provision

2. Authorise officers to consult on the following proposals:
- a) To meet demand for primary and secondary special school places for learners with complex learning disabilities or autism spectrum conditions it is proposed to
- increase the designated number of Ty Gwyn places to 198;
 - establish 3 extra classrooms by adapting the old Trelai Youth Centre building, which is situated to the rear of the school

- b) To meet demand for primary and secondary special school places for learners with autism spectrum conditions it is proposed to:
- extend the age range of The Hollies School from 4-11, to 4-14
 - increase the designated place number to 138
 - provide additional accommodation by refurbishment of the school accommodation to be vacated by Ysgol Glan Morfa
- c) To meet the need for post-16 places for emotional health and wellbeing needs it is proposed to
- extend the age range of Greenhill from 11-16 to 11-19 and
 - increase the capacity of the school to allow for up to 64 places.
- d) To meet demand for primary special school places for complex learning disabilities, it is proposed to
- change the designation of Meadowbank School from: 'specific language impairments', to: 'speech language and communication needs *and* complex learning disabilities'
- e) To meet the need for early intervention places for speech and language needs, it is proposed to
- Phase out the SRB at Allensbank School, closing the class in July 2020, or when all current pupils have completed their primary placement, if earlier.
 - Open an 8-place early intervention class for children with speech and language needs at Allensbank School, admitting the first cohort in September 2019.
- f) To meet the demand for primary specialist resource base places for complex learning disabilities, it is proposed to
- open a specialist resource base (SRB) at St Mary the Virgin CiW Primary School, for up to 20 places.
- g) To meet the demand for primary SRB places for with complex learning disabilities and autism spectrum conditions in the Welsh medium sector, it is proposed to
- open a specialist resource base at Ysgol Pwll Coch, providing up to 10 places initially, but with scope to extend to 20 places in future, as demand grows.
- h) To meet the demand for secondary SRB places for complex learning disabilities and autism spectrum conditions in the Welsh medium sector it is proposed to:

- extend the designated number at Ysgol Glantaf specialist resource base to up to 30 places
 - extend and improve the current accommodation for the SRB
3. Note that officers will bring a report on the outcome of the consultation to a future meeting to seek authorisation as to whether to proceed to publish proposals in accordance with section 48 of The School Standards and Organisation (Wales) Act 2013.

Scope of Scrutiny

6. The scope of this scrutiny is for Members to:
- Consider and review the contents of the draft cabinet report.
 - Pass on any observations, comments or recommendations to the Cabinet Member for Education, Employment and Skills prior to the consideration of the Draft report by Cabinet.

Way Forward

7. Councillor Sarah Merry (Deputy Leader and Cabinet Member for Education Employment, Skills), and Nick Batchelar (Director of Education and Lifelong Learning), will present the report to the Committee, and will be available to answer any questions Members may have.
8. This report will also enable Members to provide any comments, concerns or recommendations to the Cabinet Member prior to its consideration by Cabinet.

Legal Implications

9. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement

imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

Financial Implications

10. There are no direct financial implications arising from this report. However, financial implications may arise if and when the matters under review are implemented with or without any modifications.

RECOMMENDATIONS

The Committee is recommended to:

Review the information contained in the draft Cabinet Report, attached at **Appendix A**, together with information provided at the meeting and provide any recommendations, comments or advice to the Cabinet Member and / or Director of Education and Lifelong Learning prior to the report's consideration by Cabinet.

Davina Fiore

Director of Governance and Legal Services

5 January 2018

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**CARDIFF COUNCIL
CYNGOR CAERDYDD**

CABINET MEETING: 18 JANUARY 2018

**SCHOOL ORGANISATION PROPOSALS: IMPROVING
PROVISION FOR CHILDREN AND YOUNG PEOPLE WITH
ADDITIONAL LEARNING NEEDS (ALN) 2018-22**

EDUCATION & SKILLS (COUNCILLOR SARAH MERRY)

AGENDA ITEM: 4

REPORT OF DIRECTOR OF EDUCATION AND LIFELONG LEARNING

Reason for this Report

1. The purpose of this report is:
 - To inform Cabinet of the implications of the Additional Learning Needs and Educational Tribunal (Wales) Act
 - To inform Cabinet of the projected growth in demand for specialist resource base and special school provision;
 - To seek Cabinet approval of the Cardiff ALN Strategic Priorities 2018-22;
 - To seek Cabinet authority to consult on a range of proposed schemes, to extend and re-align special school and specialist resource base places.

Background

2. There are two significant challenges facing Cardiff in relation to provision and support for learners with additional learning needs:
 - Introduction of the Additional Learning Needs and Educational Tribunal Act (ALNET); and
 - The growing number of learners requiring special school or specialist resource base places in order to fully access education and fulfil their potential.

Legislative change

3. On December 14th 2017, the Welsh Assembly passed the Additional Learning Needs and Educational Tribunal (Wales) Act (ALNET). The

legislation will transform the statutory framework for this area of responsibility, and introduce significant changes to how local authorities must work with learners, families and partners to support children and young people with additional learning needs.

4. Following Royal Assent, which is anticipated in January 2018, Welsh Ministers will consult on a mandatory Code. The new requirements will apply from September 2020, followed by a three year 'roll-out' period, by the end of which local authorities will be expected to be fully compliant with the Code.

Population growth and additional learning needs

5. At its meeting on the 12th of October 2017, the Cabinet received a report 'Developing the School Estate' which outlined the challenges and opportunities facing Cardiff in the development of the education estate.
6. The report outlined the sufficiency, suitability and condition issues in Cardiff which provide the basis of the funding request from Cardiff to Welsh Government under the 21st Century Schools Band B Programme.
7. There has been a significant growth in the numbers of young people with Additional Learning Needs (ALN) since 2012, as reflected in the growing need for special school and specialist resource base places over the last five years. This trend is expected to continue for the next 5-10 years.
8. While the 21st Century Schools Band B Programme will provide opportunities to address special school sufficiency issues from 2021 or 2022, there will be a need to take steps to extend provision to meet demand in the intervening period, 2018-22.

Cardiff ALN strategic priorities

9. To respond to these challenges, an ALN Working Group was established in 2016, with representatives from schools, officers, health, children and adult services, parents and Cardiff and the Vale College. The group met throughout the academic year 2016-17, to identify the strategic priorities to improve outcomes for learners with additional learning needs.
10. The working group identified three strategic priorities:
 - Priority One: To improve outcomes for learners with additional needs by successfully implementing the ALN and Educational Tribunal Act
 - Priority Two: To improve outcomes for learners with additional needs by strengthening our collective capacity to meet all needs
 - Priority Three: To improve outcomes for learners with additional needs by ensuring sufficient, high quality additional learning provision

(See Appendix 1, Cardiff ALN Strategy 2018-22)

Cardiff ALN Strategic Priorities

Priority One: Successful implementation of the ALN and Educational Tribunal Act (ALNET)

11. The new law will create the legislative framework to improve the planning and delivery of additional learning provision, through a person-centred approach to identifying needs early, putting in place effective support and monitoring and adapting interventions to ensure they deliver desired outcomes.

The introduction of the term Additional Learning Needs (ALN)

12. The Act replaces the terms 'special educational needs' (SEN) and 'learning difficulties and/or disabilities' (LDD) with the new term ALN. This will help to avoid some of the stigma associated with the existing terms and will mark a clear break from the current systems that are no longer fit for purpose. Using ALN as a single term which encompasses children and young people aged 0-25 reflects the move to a fairer system for supporting learners with ALN across early years, schools and Further Education settings.

A 0-25 age range

13. There will be a single legislative system relating to the support given to children and young people aged between 0-25 years who have ALN. This is instead of the two separate systems currently operating to support children and young people of compulsory school age who have SEN; and young people in further education who have LDD. As a result, transition of learners between school and post-16 education will be improved to allow greater support and rights for this group of learners.

A unified plan

14. The Bill will create a single statutory plan (the individual development plan (IDP) to replace the existing variety of statutory and non-statutory SEN or LDD plans for learners in schools and further education. The IDP will replace both statements of SEN and Individual Education Plans (IEPs), which currently apply to learners with needs at 'School Action' or 'School Action Plus'. This will ensure greater consistency and continuity and, unlike the current system, ensure that provision and rights are protected regardless of the severity or complexity of needs.

Increased participation of children and young people

15. The Bill requires that learners' views should always be considered as part of the planning process, along with those of their parents. It is imperative that children and young people see the planning process as something which is done with them rather than to them.

High aspirations and improved outcomes

16. The emphasis of IDPs will be on making provision that delivers tangible outcomes that contribute in a meaningful way to the child or young person's achievement of their full potential.

A simpler and less adversarial system

17. The process of producing and revising an IDP should be much simpler than is currently the case with statements of SEN and should avoid the adversarial nature of the existing approach.

Increased collaboration

18. The new system will support a strong focus on collaboration and information sharing between agencies, which are essential to ensuring that needs are identified early and the right support is put in place to enable children and young people to achieve positive outcomes. Three fundamental new roles are created by the Bill to facilitate increased collaboration – Additional Learning Needs Coordinators in education settings; Designated Educational Clinical Lead Officers in health boards; and Early Years ALN Lead Officers in local authorities.

Avoiding disagreements and earlier disagreement resolution

19. The new system will focus on ensuring that where disagreements occur about an IDP or the provision it contains, the matter is considered and resolved at the most local level possible.

Clear and consistent rights of appeal

20. Where disagreements about the contents of an IDP cannot be resolved at the local level, the Bill will ensure that children and young people entitled to an IDP or those who believe that they should have an IDP (and their parents in the case of those that are under 16 years) will have a right of appeal to the Education Tribunal for Wales.

A mandatory Code

21. The provisions included in the Bill will be supported by a new statutory ALN Code. The Code will ensure that the new ALN system has a set of clear, legally enforceable parameters within which local authorities and those other organisations responsible for the delivery of services for children and young people with ALN, must act.
22. It will, therefore, be a type of subordinate legislation, and confer duties and rights on those subject to it. The Code will also set out practical guidance on how the statutory duties will be carried out, which will be supported by best practice illustrations.

A bilingual system

23. Services will be required to consider whether the child or young person needs ALP in Welsh. If they do, this must be documented in the IDP and 'all reasonable steps' must be taken to secure the provision in Welsh. A series of strategic duties are also aimed at driving progress towards a truly bilingual ALN system and the Bill includes a mechanism so that the duties to provide Additional Learning Provision through the medium of Welsh become absolute over time.
24. The ALN Working Group has identified 5 objectives under Priority One:
1. To work with partners in Health, Children's and Adult Services, Cardiff and the Vale College and other education providers to develop effective approaches to unified assessment and planning for ALN learners 0-25.
 2. To support development of the ALN Coordinator role and the introduction of Person Centred Planning (PCP) approaches in schools.
 3. To work with parents/ carers, schools, early years settings and post-16 education providers to further improve support for transition at every stage of education: pre-school; primary to secondary; post-16; to adult life.
 4. To further develop the quality of ALN specialist services, in both Welsh and English, to support schools and early years settings.
 5. To work with families and partners to further improving processes for avoiding and resolving conflict.

Priority Two: Strengthening our collective capacity to meet all needs

25. The majority of learners with additional learning needs attend a mainstream school. In October 2017 there were 10,426 school-aged pupils with additional learning needs in Cardiff.
26. 9,640, or 92%, were attending mainstream schools, while just under 800, or 8%, attended either a Cardiff special school or a setting other than a Cardiff school ('out of county'). This is summarised in the table below.

6,042 learners had needs at 'School Action'	Learners whose additional needs can be met with extra support provided by their school.
	Needs at this level are often short term, but some pupils may go on to have needs at 'School Action Plus'.
2,445 had needs at 'School Action Plus'	These are pupils whose needs can be met by their school, with the help of extra advice, support or training from a specialist service (this might be an NHS service, or educational psychology, or one of the specialist teacher teams).

	Many pupils make progress and their needs return to 'School Action', but a few will go on to require a statement.
800 had statements of SEN, with mainstream support.	Schools receive additional delegated funding and have access to a range of specialist services to support pupils with mainstream statements.
340 had statements of SEN, and attended specialist resource bases	<p>A specialist resource base (SRB) is a small class in a mainstream school, taught by specialist staff. Although the SRBs are located in community schools, they admit pupils from across the authority, not just from their own local area. Pupils in a specialist resource base benefit from being taught in small classes with favorable pupil-staff ratios, taught by specialist staff. Pupils also benefit from opportunities to learn and play with their mainstream peers.</p> <p>Cardiff funds 24 specialist resource bases, across primary and secondary, in Welsh and English medium settings.</p>
580 pupils attended Cardiff special schools	Special schools provide a highly specialized education for pupils with the most complex additional needs. Class sizes are small and the curriculum is highly differentiated, taught by specialist staff. Cardiff maintains seven special schools.
Approximately 220 pupils attended settings other than a Cardiff maintained school: 'out of county'.	<p>This includes</p> <ul style="list-style-type: none"> • Children and young people who are looked after by Cardiff Council, have a statement of SEN and are fostered in other areas. Cardiff is responsible for funding the additional learning provision made by the relevant local authority, whether this is special school, specialist resource base or mainstream support. • Pupils funded to attend maintained special schools in other local authorities; for example in Ysgol y Deri in the Vale of Glamorgan, where Cardiff funds up to 40 places for Cardiff pupils. • 113 pupils were attending independent settings, including private schools and alternative education providers.

27. The ALN Working Group identified a number of actions that are needed to improve the collective capacity of schools and their partners to improve outcomes for learners with additional learning needs, and to make the most effective use of ALN resources.

28. Over a three year period, from 2014-15, to 2016-17, the cost of mainstream statements (Complex Needs Enhancement) increased from

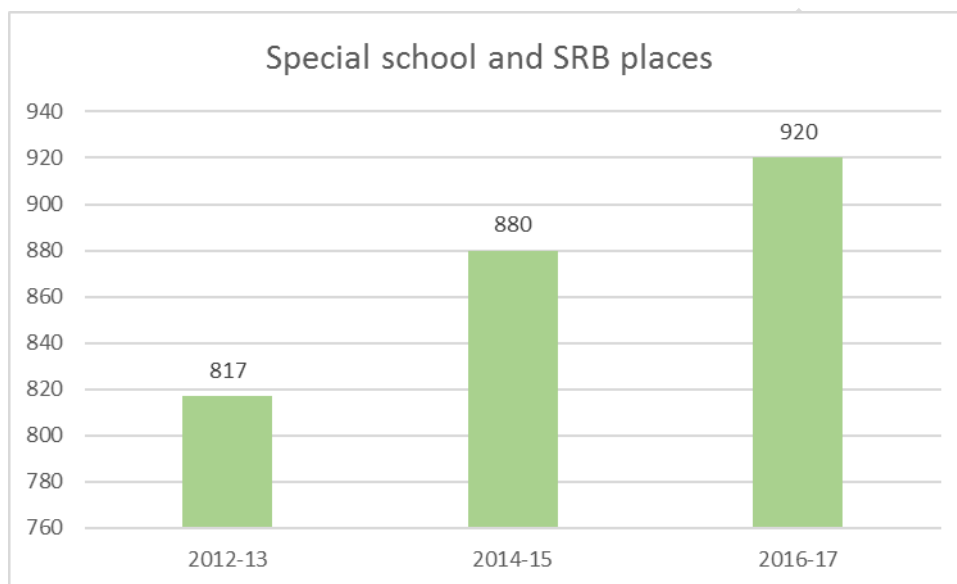
£4.8M to £6.3M per annum; an increase of 63%. By April 2017 there were 724 pupils with CNE funded statements, mostly used to employ Grade 3 LSAs (Learning Support Assistants) to provide 'one-to-one support'.

29. Although a growing number of pupils do require individual or small group support throughout the day, over use of 'one-to-one support' is not always the most efficient use of resources, or the most effective way to support pupils.
30. The way in which mainstream statements (or IDPs) are written needs to be reviewed, to empower schools to use delegated ALN budgets more flexibly.
31. The increased costs are partly due to pressure on existing special school and specialist resource base places, resulting in some children remaining in mainstream while awaiting a more specialist placement. Increasing the number of specialist resource bases in our schools has the potential to reduce costs while ensuring learners continue to receive the high quality, comprehensive support they need.
32. The ALN Working Group reviewed the wide range of quality support and services that are provided in Cardiff schools and concluded that an up-to-date, parent-friendly directory is needed, to make it easier for parents, schools, health practitioners and social workers to have access to comprehensive information about available support, and to help them navigate the system.
33. The culture of school-to-school support is developing and embedded in many schools. However, school-to-school working in relation to inclusion is not yet structured or formalised. Systems for identifying and sharing best practice in relation to ALN need to be strengthened.
34. The number of children and young people with disabilities and healthcare needs in mainstream schools is also increasing, and it is essential that schools continue to develop as accessible learning environments.
35. Under Priority Two, the ALN Working Group set out 5 objectives to address these issues:
 1. To work with Health, Children's and Adult Services, and other partners to further develop the capacity to meet needs, including effective approaches to early intervention.
 2. To improve the quality and availability of information about additional learning provision.
 3. To further develop the culture of school-to-school support to enable schools to access best ALN practice.
 4. To empower schools to achieve best value through the more flexible use of delegated ALN budgets.

5. To refresh the Cardiff Accessibility Strategy and guidance for schools to ensure children and young people with disabilities and healthcare needs are effectively included in learning.

Priority Three: Ensuring sufficient, high quality additional learning provision

36. As illustrated in the graph below, the number of funded special school or specialist resource base places in Cardiff schools has increased by 103 places over a five year period. (The graph does not include places funded in other local authorities or the independent sector.)



37. Despite the growth in places, there is evidence to suggest this has not been sufficient to meet existing need. For example, the 63% rise in the cost of supporting mainstream statements, and increased reliance on places in the independent sector suggests there are pupils in our mainstream schools and in 'out of county' settings who would benefit from access to a Cardiff special school or specialist resource base place.
38. Over the next 5-10 years, revenue and capital investment will be needed to ensure sufficient and suitable specialist support for the growing population of learners with additional learner needs, and to reduce reliance on the independent sector. Increased demand is anticipated for learners with:
- Emotional health and wellbeing needs
 - Complex learning disabilities
 - Autism spectrum conditions
39. In contrast, demand for specialist places designated for specific language impairment has fallen since 2010. Between 2010 and 2015, the collective pupil roll at Meadowbank Special School and Allensbank specialist resource base – both of which are designated for 'specific language impairments- fell from 58 to 34.

40. In 2015-16 the Council formally proposed closing both settings and re-allocating the resource to other areas of need where demand is growing.
41. However, stakeholders raised a range of objections to this proposal and the Council decided not to proceed, but to engage further with stakeholders and to undertake a review of speech and language support.
42. In December 2016, a reference group was established to provide a forum for stakeholders, including parents, teaching staff, governors and the voluntary sector, to comment and contribute to the evaluation of current services.
43. The reference group submitted a summary of its findings and recommendations in September 2017 (see Appendix 2 Report on Speech Language and Communication Support in Cardiff, 2017). The work of this group, and the recommendations, have informed the proposals below in relation to both Meadowbank School and Allensbank specialist resource base.
44. The report to Cabinet in December 2017, '21st Century Schools- Cardiff Council's Band B priorities' identifies four capital schemes to re-shape Cardiff special school provision. The schemes would enable the Council:
 - to replace the 'D' rated accommodation at Riverbank, Woodlands, the Court and Greenhill Schools
 - to increase capacity to meet future projected need from 2022-27
 - address the gaps in provision such as places for girls and for post-16 pupils with emotional health and wellbeing needs
 - to enhance opportunities for multi-agency support and provision;
 - to enhance the role of special schools as a source of support for families and for mainstream schools.
45. However, the Band B schemes will not be completed until 2021 at the earliest. The Council will therefore need to take steps to extend the number of places over the next three years.
46. Projections suggest that approximately 220 additional special school and specialist resource base places will be needed over the next 4 years, at both primary and secondary level, across Welsh and English medium sectors.
47. There are therefore two objectives under Priority three:
 1. To develop additional SRB and special school places to meet current and projected need 2018-22 through an ALN Development Plan 2018-22
 2. To consult with schools and other partners on 21st Century Schools Band B options for re-shaping specialist provision, to ensure suitability and sufficiency for projected needs 2022-27.

Business Case For An ALN Development Plan 2018-22

48. Failure to invest in Cardiff-maintained provision over the next 3-4 years will lead to the Council becoming increasingly reliant on independent special school providers in order to meet the Council's statutory responsibilities.
49. Over reliance on independent places would have the following implications and risks:
 - higher revenue costs to the Council
 - inability to offer places according to parental preference
50. The cost of independent special school places ranges from £39K to £77k per annum, compared to costs for Cardiff special schools of £14k to £25k per annum. It is rarely in a pupil's interest to transfer school mid-phase so once placed there is little prospect of pupils returning to maintained provision should places become available in future years. The costs would therefore continue over 7-8 years for placements beginning in Year 7, and potentially longer for primary placements.
51. The majority of Cardiff parents express a preference for places in Cardiff special schools or specialist resource bases for their child. Offering places in independent schools could have negative reputational implications.
52. It should be noted that there is no guarantee the independent sector could offer sufficient special school places to meet Cardiff's sufficiency needs, especially for primary aged pupils. Over-reliance on the sector could therefore result in Cardiff being unable to fulfil statutory responsibilities.

ALN DEVELOPMENT PLAN 2018-22: PROPOSED SCHEMES

53. The schemes proposed below will not fully address sufficiency needs for the period 2018-22.
54. The Council has taken, and will continue to take, a range of steps to increase provision within existing accommodation and designated numbers wherever possible. Such actions do not require formal consultation unless they require a 'regulated alteration'.
55. It is also anticipated that further schemes will need to be developed and proposed in 2019, to open additional specialist resource bases at both primary and secondary phase.
56. The proposed schemes set out below require 'regulated alterations'. Under the Schools Standards and Organisation (Wales) Act 2013, a local authority can make proposals to make regulated alterations and is required prior to publishing its proposals to undertake a consultation on those proposals in accordance with section 48 of that Act and the School Organisation Code.
57. Any proposals must be the subject of full and fair consultation and due regard must be had by the Cabinet to the responses before a final decision is taken.

Ty Gwyn Special School

58. Ty Gwyn is a special school designated to provide 150 places for learners aged 3-19 with complex learning disabilities and autism spectrum conditions (ASC). The school is located in Caerau and from 8th January 2018 the school has been federated with Riverbank and Woodlands Special Schools, as the Western Learning Campus Federation.
59. **PROPOSAL: To meet demand for primary and secondary special school places for learners with complex learning disabilities or ASC it is proposed to**
- **increase the designated number of Ty Gwyn places to 198;**
 - **establish 3 extra classrooms by adapting the old Trelai Youth Centre building, which is situated to the rear of the school**
60. Since the new Ty Gwyn building opened in 2010, the number admitted to the school each year has exceeded the number of leavers by between 4 and 10 places. There are now 173 pupils on roll. The trend is projected to continue for the next three years, until the last of the smaller cohorts have left the school. From 2021, the cohorts leaving the school will be larger in size, and more consistent with the annual admission number.
61. A multiagency project has been established under the Disability Futures Programme, to redevelop the Trelai Youth Centre building as a multi-agency resource attached to the Western Learning Federation Campus. The project is exploring the potential to develop one side of the building as a hub for multi-agency regional services, and to increase the use of the existing sports and play facilities for children and young people with complex needs, in school hours, for holiday and after school provision.
62. It is proposed to adapt part of the building to provide three new classrooms for the school, and to connect the school and youth centre buildings via an enclosed corridor or walkway. Council funding would be required to secure the conversion.
63. The Council recognises that the proposal has implications for health services provided in partnership with the school. The Council will work with Cardiff and the Vale University Health Board, to continue to ensure children's assessed needs are met, and to further develop collaborative approaches to promote wellbeing and positive outcomes for pupils at the school.
64. An initial appraisal of highways and transport implications has been completed, however all options will be subject to a full transport assessment. The initial assessment indicates that staff parking adjacent to Trelai Park could be utilised for school staff in order to create a larger drop off/pick up and turning circle on the existing staff carpark for minibuses. Staggered start and finish times for Riverbank, Woodlands and

Ty Gwyn would reduce site congestion. Active Travel/Sustainable Travel would be encouraged for all staff and visitors to the school. An approximate cost for these works has been provided and included in the total budget.

The Hollies Special School

65. The Hollies is a special school designated to provide 90 places for learners aged 4-11 with autism spectrum conditions and physical and medical needs. The school is located in Pentwyn.
66. **PROPOSAL: To meet demand for primary and secondary special school places for learners with autism spectrum conditions it is proposed to:**
- **extend the age range of The Hollies School from 4-11, to 4-14**
 - **increase the designated place number to 138**
 - **provide additional accommodation by refurbishing the school accommodation to be vacated by Ysgol Glan Morfa following its occupancy of the new building currently under construction**
67. The demand for places for physical and medical needs has fallen over several years, while the autism section has grown. All pupils at the school are now pupils with autism spectrum conditions.
68. Over next few years both primary and secondary places for learners with autism spectrum conditions will be needed. Extending both the designated place number and the age range of the school would provide the extra capacity needed at both primary and secondary phase.
69. Ysgol Glan Morfa is due to transfer to new build premises in August 2018. It is proposed that the vacated school accommodation on Hinton Street, Splott be converted to provide additional accommodation for The Hollies School.
70. The Glan Morfa building is in generally good condition but would require some minor refurbishment and adaptation.
71. Options for the configuration of the extended Hollies School would be subject to further discussion with the Headteacher and the Governing Body, prior to consultation. For example, options might include:
- the Hinton Street site to become a KS3 setting, with Foundation Phase and KS2 remaining on the current Pentwyn site;
 - Foundation Phase provision could be relocated to the Hinton Street site with the Pentwyn building providing accommodation for KS2 and KS3.
72. Currently the secondary options for pupils leaving The Hollies in Year 6, include:

- The Marion Centre, Bishop of Llandaff School
 - Ty Gwyn Special School
 - Ysgol y Deri Special School, Vale of Glamorgan
73. These options would continue to be available to Hollies Year 6 pupils, in addition to the option of continuing at The Hollies for KS3. Pupils who take up a KS3 place at The Hollies would have the opportunity of transferring to one of the above listed schools for their Key Stage 4 placement.
74. The Council recognises that the proposal has implications for health services provided in partnership with the school. The Council will work with Cardiff and the Vale University Health Board, to continue to ensure children's assessed needs are met, and to further develop collaborative approaches to promote wellbeing and positive outcomes for pupils at the school.
75. An initial appraisal of highways and transport implications has been completed, however all options would be subject to a full transport assessment. The initial assessment indicates that additional staff parking and a turning circle for additional traffic would be required in order to reduce congestion and manage any additional traffic better. Ensuring that start and finish times varied from those of Moorlands Primary School, on Singleton Road, would be required to reduce congestion. Active Travel/Sustainable Travel would be encouraged for all staff and visitors to the school.

Greenhill School

76. Greenhill School is a special school designated for pupils with emotional health and wellbeing needs aged 11-16. The school is located in Rhiwbina.
77. One of the prioritised schemes identified in the report approved by cabinet on 14th December 2017, '21st Century Schools- Cardiff Council's Band B priorities', is to build a new secondary special school for pupils with emotional health and wellbeing needs. The Band B scheme would enable the Council to replace the current accommodation for Greenhill School which is rated 'D' for suitability. The proposal set out below would be independent of the Band B scheme, although it would pave the way to deliver on one of the goals of the Band B scheme- to include provision for post-16 in a future new school.
78. **PROPOSAL: To meet the need for post-16 places for emotional health and wellbeing needs it is proposed to**
- extend the age range of Greenhill from 11-16 to 11-19 and
 - increase the capacity of the school to allow for up to 64 places.

79. Data for Cardiff shows that the majority of Greenhill pupils struggle to make a successful transition to education, employment or training at the end of Year 11, despite significant support for transition. 2015-17 data shows that 50% or more of Greenhill leavers were not in education employment or training on 31st October.

Cohort	Cohort Size	NEET	%
2015	18	10	56
2016	6	3	50
2017	10	5	50

80. The post-16 class would provide a 'bridging year' for Greenhill pupils not yet ready for transition to college or employment at the end of Year 11. Pupils would be supported to make a successful transition to college, training or employment by the end of Year 12.
81. Accommodation would be established by adapting the unused caretaker house on the site. Post-16 pupils would attend some classes on site, but would also be supported to access appropriate educational opportunities off-site, as part of a supported transition to college or employment.
82. This proposal would require determination by Welsh Ministers to extend the age range of Greenhill School to include post-16 education.
83. The Council recognises that the proposal has implications for health services provided in partnership with the school. The Council will work with Cardiff and the Vale University Health Board, to continue to ensure children's assessed needs are met, and to further develop collaborative approaches to promote wellbeing and positive outcomes for pupils at the school.
84. An initial appraisal of highways and transport implications has been completed, however all options would be subject to a full transport assessment. The initial assessment indicates that the existing arrangements are suitable for the site. Travel Training should be encouraged for all pupils to promote public transport where possible. Active Travel/Sustainable Travel would be encouraged for all staff and visitors to the school.

Meadowbank Special School

85. Meadowbank is a special school designated for up to 40 places for pupils aged 4-11 with specific language impairments. The school is located in Llandaff North and admits pupils from across the authority. The number on roll at the school has fallen over several years and currently stands at 15.
86. **PROPOSAL: To meet demand for primary special school places for complex learning disabilities, it is proposed to**

- **change the designation of Meadowbank School from: ‘specific language impairments’, to: ‘speech language and communication needs *and* complex learning disabilities’**

87. It is important to note that the diagnosis of ‘specific language impairment’ is no longer used. It is therefore proposed to replace it in the school’s designation with the broader term: ‘speech language and communication needs’. Under the current designation, the school admits pupils whose speech and language needs are specific, long term and severe. If the designation were changed as proposed, the school would continue to admit pupils whose speech and language needs are specific, long term and severe, but would also admit pupils with complex learning disabilities.
88. Changing the designation of the school is in line with one of the recommendations put forward by the speech and language reference group and would ensure
- continued special school places for learners with the most severe and long term speech language and communication needs;
 - additional places for complex learning disabilities;
 - continued financial viability of Meadowbank School.
89. Children with complex learning disabilities frequently have associated speech language and communication difficulties, and would benefit from the specialist knowledge and experience of Meadowbank staff. Training and professional development opportunities would be offered to staff, to further develop their skills and specialist knowledge to support complex learning disabilities.
90. It is anticipated that the school would determine the best approach to supporting a range of needs. This could involve mixed classes, if the learning needs are similar, or separate classes to meet different needs.
91. The local authority commissions the school to provide an outreach service to support children with speech language and communication needs in early years settings. It is proposed to maintain this outreach service and, in partnership with the school, to consider scope to further develop their role in building capacity to support speech and language needs, especially in other special school settings such as Riverbank and The Court, and at specialist resource bases for children with complex learning disabilities.
92. Current accommodation at Meadowbank is in good condition but some adaptations to the building would be needed, including provision of a changing space and improvements to the accessibility of the building.
93. An initial appraisal of highways and transport implications has been completed, however all options would be subject to a full transport assessment. The initial assessment indicates that the school has a turning

circle which is suitable for the pupils who would be accessing the premises. A variety of highways improvements are already planned as part of the Ysgol Glan Ceubal and Gabalfa Primary new build. Active Travel/Sustainable Travel would be encouraged for all staff and visitors to the school.

Alternative options considered

94. Changing the designation to include either autism spectrum conditions or emotional health and wellbeing needs was considered. However, the accommodation at the school is considered to be less appropriate for these groups.
95. The speech and language reference group recommended the Council give consideration to opening 'early intervention' classes. Classes of this type would offer time-limited placements to learners whose speech and language needs are not expected to be long term, but who are not making enough progress with mainstream support alone. The group suggested an early intervention class could be hosted at either Meadowbank or Allensbank School.
96. The Council is not proposing to open early intervention classes at Meadowbank School for the following reasons:
 - a) The majority of pupils with speech and language needs make more rapid progress when exposed to frequent, informal opportunities to interact, play and learn with peers who do not have speech or language difficulties. These mainstream opportunities are more easily and naturally available to pupils in a specialist resource base.
 - b) Special schools can strive to offer similar opportunities through reintegration programmes and day placements, but these opportunities entail the extra costs of sending support assistants with the child, and making different travel arrangements on different days.
 - c) Many parents of children with speech and language needs prefer their child to remain in mainstream. The local authority believes that early intervention classes should be based in a mainstream school, to take account of parental views, and to better facilitate early reintegration to a local school.

Allensbank Primary School

97. Allensbank is an English-medium community primary school located in Heath. The school hosts a 16-20 place specialist resource base (SRB) designated for pupils with specific language impairments.
98. **PROPOSAL: To meet the need for early intervention places for speech and language needs, it is proposed to**

- **Phase out the SRB at Allensbank School, closing the class in July 2020, or when all current pupils have completed their primary placement, if earlier.**
 - **Open an 8-place early intervention class for children with speech and language needs at Allensbank School, admitting the first cohort in September 2019.**
99. The class would admit up to 8 Foundation Phase children who were not making sufficient progress, but who have good prospects for returning to their local mainstream school. Placements would last 1-3 years, depending on progress. Pupils would be dual registered at their local school, and supported to return at the end of the placement. Pupils would continue to attend their local school for at least one day a week, to maintain links with local friends and to prepare for a successful early reintegration to their local school.
100. As part of the review of speech and language support, the Council has reviewed statementing trends for speech and language needs. Over the last five years, as early screening and capacity building for early intervention has been rolled out, the number of statements for speech and language needs has fallen. The Council now issue fewer statements and most are issued later than previously, when the child has already reached Key Stage 2.
101. Reducing the need for statements is a measure of successful early intervention. However, because placement in the specialist resource base has been dependent on a statement of SEN, an unintended consequence has been to limit access to specialist provision for Foundation Phase pupils.
102. The view of the Speech and Language Therapy Service is that intensive support in a special class is most effective if provided as early as possible. Placements at the early intervention class would therefore be identified by the specialist speech and language panel and would not be dependent on a statement.
103. The Council has reviewed the caseloads for pupils known to the Joint Speech and Language Service in 2017 in order to predict the level of need for an early intervention class. 8 places in an English medium setting would be appropriate to meet current need. This will be monitored, and consideration given to opening a second class in future, as required.
104. There would be insufficient demand for a Welsh medium class at present. This will be monitored, and consideration would be given to opening a class in future, as required. In the meantime, an intensive support package in mainstream can be developed if there are individual pupils in Welsh schools who are not making sufficient progress with school support.

St Mary the Virgin Church in Wales Primary School

105. St Mary the Virgin CiW is an English-medium Voluntary Aided primary school located in Butetown. There is no specialist provision at the school currently.
106. **PROPOSAL: To meet the demand for primary specialist resource base places for complex learning disabilities, it is proposed to**
- **open a specialist resource base (SRB) at St Mary the Virgin CiW Primary School, for up to 20 places.**
107. Admissions to the SRB would be managed by the local authority, subject to a statement of special educational needs and would be open to pupils from across the authority.
108. There are four Cardiff primary schools currently hosting SRBs for complex learning disabilities: Bryn Hafod; Llanedeyrn; Llanishen Fach and Marlborough. All SRBs are open to admission from across the authority, although as far as possible, pupils are offered places in the SRB closest to their home. Provision of an SRB at St Mary the Virgin would increase the number of places available to meet demand, and ensure that pupils living in the south central area of the city travel shorter distances to access specialist provision.
109. In 2015 the council consulted on proposals to build new school accommodation for St Mary the Virgin School. In their formal response the Governing Body requested the local authority to consider opening a specialist resource base at the school. Given the growing demand for SRB places, the local authority agreed in principle to consider this development, subject to a further statutory consultation.
110. Accommodation for the SRB would be provided as part of the 21st Century Schools Band B scheme to rebuild St Mary the Virgin School. The SRB would not open until the new build accommodation has been provided.
111. As a voluntary aided school, the determination would need to be made by the governing body of the school.

Ysgol Pwll Coch

112. Ysgol Pwll Coch is a Welsh-medium community primary school located in Canton. There is no specialist provision at the school currently.
113. **To meet the demand for primary SRB places for with complex learning disabilities and autism spectrum conditions in the Welsh medium sector, it is proposed to**
- **open a specialist resource base at Ysgol Pwll Coch, providing up to 10 places initially, but with scope to extend to 20 places in future, as demand grows.**

114. Admissions to the SRB would be managed by the local authority, subject to a statement of special educational needs and would be open to pupils from across the authority.
115. Accommodation for the SRB would be established within current accommodation. Some refurbishment would be required.
116. An initial appraisal of highways and transport implications has been completed, however all options would be subject to a full transport assessment. The initial assessment indicates that a staggered start time and finish time for the SRB would need to be implemented to alleviate traffic and to reduce congestion at the beginning and end of the day on Lawrenny Avenue. Active Travel/Sustainable Travel would be encouraged for all staff and visitors to the school.
117. There is a long-established specialist resource base at Ysgol Coed y Gof, designated to offer up to 10 places for all areas of additional learning need. This is not sufficient to meet current and future demand.
118. The Council has identified between 5 and 10 pupils in Welsh medium schools who might benefit from a place in an SRB, but there is insufficient accommodation to open an additional SRB class at Ysgol Coed y Gof. The local authority is working with Ysgol Coed y Gof to review the SRB and to improve accommodation and facilities, but this is not subject to a formal proposal or consultation as it does not constitute a 'regulated alteration'.

Ysgol Glantaf

119. Ysgol Glantaf is a Welsh-medium community high school located in Llandaff North. The school hosts a specialist resource base designated for complex learning disabilities and autism spectrum conditions.
120. **To meet the demand for secondary SRB places for complex learning disabilities and autism spectrum conditions in the Welsh medium sector it is proposed to:**
- **extend the designated number at Ysgol Glantaf specialist resource base to up to 30 places**
 - **extend and improve the current accommodation for the SRB**
121. Admissions to the SRB are managed by the local authority, subject to a statement of special educational needs. The SRB offers places to pupils from across the city.
122. Demand for places in the base has been increasing steadily for the last 5 years and there are currently 14 pupils on roll. Projections suggest the number will grow to 30 places over the next 3-5 years.
123. The current SRB accommodation would be extended and improved to facilitate the additional numbers.

124. The local authority will continue to monitor and regularly audit the level of demand in the sector and bring forward further proposals to further extend provision in future as required. A regional audit of ALN needs and provision across the central South Consortium area is also underway, as outlined in paragraph 147 below.

Capital and revenue implications of proposed schemes

125. The potential revenue cost of funding additional places in 2018-19 is estimated at £630,000. This includes both the proposed schemes set out in this report, and steps to increase places within current designations, which will not require consultation. The potential capital cost of extending special school and specialist resource base provision from 2018-21 is estimated at £6M over three years, including the schemes proposed in this report.

Educational Benefits

126. The proposals would offer the following educational benefits:
- Addressing ALN sufficiency needs projected in 2018-21, ensuring children and young people can access high quality education in Cardiff special schools or specialist resource bases, in both English and Welsh medium sectors.
 - Development of the Trelai Youth Centre will provide additional sports facilities for use across the Western Learning Campus Federation, access for community use, and opportunities to further develop multi-agency collaboration on site, including provision of outreach services, to the benefit of ALN learners aged 0-25.
 - A sustainable future for Meadowbank School, ensuring children with speech and language needs or complex learning disabilities can continue to benefit from the expertise and facilities offered by the school.
 - Improved post-16 opportunities for young people with severe emotional health and wellbeing needs.
 - Opening a new SRB in the South Central area of Cardiff will improve access to specialist provision for children in the area, and reduce the need for SEN transport.
 - Increased capacity for early intervention to support children with speech and language needs.

Potential disadvantages of the proposal

127. The following potential disadvantages have been identified:
- Extending numbers at Ty Gwyn, Hollies and Greenhill special schools could impact on health provision at these schools.

Alternatives considered

128. As outlined in paragraphs 48-52, the only alternative to extending special school and SRB places in Cardiff maintained schools would be to seek places in the independent sector. The option has been dismissed as the

revenue costs of this step would be greater than the combined capital and revenue investment required by the proposed schemes.

Impact of proposal on the Welsh Language

129. The proposed schemes include extending and improving specialist provision for learners with autism spectrum conditions and complex learning disabilities, at Ysgol Pwll Coch and Ysgol Glantaf.
130. Additional work is underway to further develop the range of provision, including:
- A review of the specialist resource base at Ysgol Coed y Gof
 - In 2017-18 the local authority is funding a pilot approach to supporting emotional health and wellbeing needs in the secondary phase.
 - An audit of speech and language needs to inform the development of early intervention for children in the Welsh sector.
131. In partnership with Bridgend, RCT, Merthyr and the Vale of Glamorgan local authorities, a regional audit of ALN provision is being carried out, to identify opportunities for regional solutions and sharing of best practice. Across all 5 authorities, the number of ALN pupils is significantly lower than in English medium. The audit will consider the reasons for this and seek parental and school views. The audit will be completed by March 2018.
132. It is anticipated that further schemes to develop provision in Welsh medium will be developed under the ALN Development Plan, and brought forward for Cabinet consideration.

Local Member consultation (where appropriate)

133. Local members of directly affected wards have been appraised of the proposal to consult and will be included as part of any consultation undertaken along with all elected members.

Reason for Recommendations

134. To improve outcomes for children and young people with additional learning needs, by approving the Cardiff ALN Strategy, and authorising consultation on the proposed schemes to extend specialist provision from 2018.

Financial Implications

135. The recommendations to this report request authority to consult on a range of ALN proposals, including expansions to special schools and specialist resource bases, as well as the introduction of new specialist resource bases in some instances. The proposal to consult on these schemes does not, in itself, give rise to specific financial implications. However, should these schemes be progressed, following consultation, there would be both revenue and capital financial implications.

136. Paragraph 125 outlines the potential capital costs of the works required as totalling £6m. Revenue costs could also be significant, rising to over £1m in certain years. The costs arising from these schemes will need to be funded, in the first instance, from existing budget allocations. In the case of the revenue costs, the delegated school budget, and any growth in that budget provided as part of future Council budgets, will need to provide the funding required. In relation to capital costs, the existing allocations for School Suitability Works, as approved in the Council's Capital Programme for the five year period commencing 2017/18, will need to provide the funding required for works to buildings and other asset expenditure. However, this particular allocation is also used for non-ALN expenditure and, therefore, the scope for this allocation to meet all of the costs arising is potentially limited.
137. Should the current levels of funding be insufficient to fund the costs of all schemes, and additional funding not be provided as part of future Council budgets, it will be necessary for a re-prioritisation of schemes to be undertaken to ensure that only schemes that are affordable are delivered. However, it is necessary to understand the financial risks involved in not progressing all of the schemes proposed in this report. Particularly, should it not be possible to accommodate all of the potential growth in demand for ALN provision, it is likely that the total Council expenditure on out of county placements will increase. The average cost of a placement in a non-Cardiff Council school exceeds that of in-house provision and, therefore, represents poorer value for money. However, if out of county placements are unavoidable, it would be necessary for the cost of these to be met from existing budget allocations and, where these are insufficient, for the additional costs incurred to be absorbed within the overall Education directorate revenue budget in the relevant year.

Legal Implications

138. Under the Education Act 1996, the Council has a general statutory obligation to promote high standards of education and to consider parental preference which includes preference for Welsh medium education. The Council also currently has obligations under the Education Act 1996 to carry out statutory assessments, create, amend and maintain statements of Special Educational Needs and to provide for pupils with Special Educational Needs.
139. The Additional Learning Needs (Wales) Bill was agreed by the National Assembly for Wales on 12th December 2017. The report details the changes this will make, one of the most significant being the extension of the age range for pupils that the Council will be responsible for to all pupils between birth and 25 years old and that this will lead to an extension of the rights of appeal to the Special Educational Needs Tribunal for Wales (which will be renamed the Educational Tribunal for Wales).
140. The Council also has to satisfy its public sector duties under the Equality Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties, Councils must in making decisions have due regard to the

need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. The Protected characteristics are:

- Age
- Gender reassignment
- Sex
- Race – including ethnic or national origin, colour or nationality
- Disability
- Pregnancy and maternity
- Marriage and civil partnership
- Sexual orientation
- Religion or belief – including lack of belief

141. The National Assembly for Wales carried out an equality impact assessment in November 2017 in relation to the Additional Learning Needs (Wales) Bill and identified no negative impact on any groups with protected characteristics; the assessment acknowledged that there was a potential to eliminate discrimination in transforming the services for all pupils with additional learning needs. If the recommendations in the report are accepted and consultation undertaken, the Council will have to consider further the equalities implication and an Equality Impact Assessment may need to be completed. The Council has to be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards when making any policy decisions and consider the impact upon the Welsh language, the report and Equality Impact Assessment deals with all these obligations. The Council has to consider the Well-being of Future Generations (Wales) Act 2015 and how this strategy may improve the social, economic, environmental and cultural *well-being* of Wales.
142. The Council also has to consider its obligation under section 88 and schedule 10 of the Equality Act 2010 to prepare and implement an accessibility strategy. The strategy should increase disabled pupils' access to the curriculum and improve the physical environment and the provision of information. Section 84 and 85 of the School Standards and Organisation (Wales) Act 2013 and the Welsh in Education Strategic Plans and Assessing Demand for Welsh Medium Education (Wales) Regulations 2013, set out the statutory obligations for all local authorities to prepare, submit, publish and revise Welsh in Education Strategic Plans (WESPs).
143. The proposals for the under the proposed schemes in this report would be considered regulated alterations under the Schools Standards and Organisation (Wales) Act 2013. A local authority can make proposals to make regulated alterations and is required prior to publishing its proposals to undertake a consultation on those proposals in accordance with section 48 of that Act and the School Organisation Code. The recommendation seeks authority to carry out that statutory consultation. Any proposals must be the subject of full and fair consultation and due regard must be had by the Cabinet to the responses before a final decision is taken.

HR Implications

144. The report proposes consultation on a number of proposals to support growth in ALN provision across Cardiff. Each individual consultation will include consideration of the Human Resources implications which will broadly be about supporting schools with growth, which will include workforce planning and training. Trade union consultation will be required as part of that process.

Equality Impact Assessment

A detailed equality impact assessment will be completed following consultation on any proposals.

RECOMMENDATIONS

The Cabinet is recommended to:

1. Approve the Cardiff ALN strategic priorities, 2018-22

Priority One: To improve outcomes for learners with additional needs by successfully implementing the ALN and Educational Tribunal Act

Priority Two: To improve outcomes for learners with additional needs by strengthening our collective capacity to meet all needs

Priority Three: To improve outcomes for learners with additional needs by ensuring sufficient, high quality additional learning provision

2. Authorise officers to consult on the following proposals:

a) To meet demand for primary and secondary special school places for learners with complex learning disabilities or autism spectrum conditions it is proposed to

- increase the designated number of Ty Gwyn places to 198;
- establish 3 extra classrooms by adapting the old Trelai Youth Centre building, which is situated to the rear of the school

b) To meet demand for primary and secondary special school places for learners with autism spectrum conditions it is proposed to:

- extend the age range of The Hollies School from 4-11, to 4-14
- increase the designated place number to 138
- provide additional accommodation by refurbishment of the school accommodation to be vacated by Ysgol Glan Morfa

c) To meet the need for post-16 places for emotional health and wellbeing needs it is proposed to

- extend the age range of Greenhill from 11-16 to 11-19 and
- increase the capacity of the school to allow for up to 64 places.

- d) To meet demand for primary special school places for complex learning disabilities, it is proposed to
- change the designation of Meadowbank School from: 'specific language impairments', to: 'speech language and communication needs *and* complex learning disabilities'
- e) To meet the need for early intervention places for speech and language needs, it is proposed to
- Phase out the SRB at Allensbank School, closing the class in July 2020, or when all current pupils have completed their primary placement, if earlier.
 - Open an 8-place early intervention class for children with speech and language needs at Allensbank School, admitting the first cohort in September 2019.
- f) To meet the demand for primary specialist resource base places for complex learning disabilities, it is proposed to
- open a specialist resource base (SRB) at St Mary the Virgin CiW Primary School, for up to 20 places.
- g) To meet the demand for primary SRB places for with complex learning disabilities and autism spectrum conditions in the Welsh medium sector, it is proposed to
- open a specialist resource base at Ysgol Pwll Coch, providing up to 10 places initially, but with scope to extend to 20 places in future, as demand grows.
- h) To meet the demand for secondary SRB places for complex learning disabilities and autism spectrum conditions in the Welsh medium sector it is proposed to:
- extend the designated number at Ysgol Glantaf specialist resource base to up to 30 places
 - extend and improve the current accommodation for the SRB
3. Note that officers will bring a report on the outcome of the consultation to a future meeting to seek authorisation as to whether to proceed to publish proposals in accordance with section 48 of The School Standards and Organisation (Wales) Act 2013.

NICK BATCHELAR

Director

2 January 2017

The following appendices are attached:

Appendix 1: Cardiff Additional Learning Needs Strategy 2018-22

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Cardiff Additional Learning Needs (ALN) Strategy 2018-22

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DRAFT

The ALN Working Group

This strategy was developed by a working group representative of a wide range of stakeholders and partners:

- Headteachers
- Governors Association
- Achievement and Inclusion Service
- Schools Organisation and Access Planning
- Finance
- Performance Resources and Planning
- Cardiff and Vale University Health Board Health Board and
- Children's Services
- Adult Services
- Cardiff and the Vale College
- Parents

Cardiff Additional Learning Needs (ALN) Strategy 2018-2022

The **Cardiff Additional Learning Needs Strategy** is set within the vision, values and goals of **'Cardiff 2020; a renewed vision for education and learning in Cardiff'**.

The vision:

'All children and young people in Cardiff attend a great school and develop the knowledge, skills, and characteristics that lead them to become personally successful, economically productive and actively engaged citizens.'

The ALN Strategy has been developed to identify the specific priorities and actions that will support implementation of this vision for learners with additional learning needs.

Values:

- Supporting the development of happy and resilient learners, with a focus on both academic achievement and personal well-being.
- Equality of opportunity and championing success and life chances of all children by narrowing the gap in education outcomes.
- Working openly and collaboratively with each other and sharing knowledge, practice and learning.
- Raising the aspirations of all children and young people and our expectations of what they can achieve, irrespective of their background or need.
- Embracing diversity, practising tolerance and respect for ourselves, our communities and our environment.
- Celebrating the success of pupils, practitioners and schools at every opportunity.

The five key goals of Cardiff 2020 apply equally to the ALN Strategy:

Excellent outcomes for all learners

We hold consistently high expectations for all learners. Every learner with an additional need benefits from high quality teaching to ensure they fulfil their potential, and experience positive well-being. The curriculum is flexible, engaging and differentiated to the needs of every learner. Specialist support, equipment and resources are used innovatively to address barriers to learning. Assessment is used to develop learning and to ensure open and clear accountability.

A high quality workforce

We attract the best people to lead and work in our schools and education settings. Staff at all levels, in both mainstream and specialist settings, are well supported to acquire the skills and knowledge to support additional learning needs effectively.

21st century learning environments

There are appropriate, high quality school places for children and young people which meet the needs of Cardiff's growing and changing population. Schools are well-designed to offer inclusive,

accessible environments, and are equipped with flexible spaces, digital technologies and specialist resources to meet a wide range of additional learning needs.

A self-improving school system

Schools take shared responsibility with the local authority and Central South Consortium for securing the best outcomes for learners with additional needs and for supporting the development of inclusive practice across the city. Collaboration between special and mainstream schools ensures best practice is shared between and across both sectors, to build the capacity for collective improvement across the system.

Schools and Cardiff in partnership

Schools, early years settings and other education providers have strong links with the communities they serve and with business and enterprise in the city region. The contribution of parents as the child's first educator is recognised, and parents are fully involved in assessing and planning the additional learning provision for their child. Schools and the local authority work to foster positive collaboration with health services, children's and adult services and a range of third sector organisations, to provide effective multi-disciplinary support for learners and their families.

Principles of Cardiff ALN Strategy

An inclusive education system is based on:

1. Effective partnership and collaboration between all stakeholders: schools and other education settings, local authority services, health and the voluntary sector, children and young people and their families.
2. Active participation of children and young people, and their families.
3. Clarity and accountability regarding the respective roles and responsibilities of schools, the local authority and other partners.
4. Early identification, assessment of additional learning needs, and a unified approach to planning and support.
5. Equitable access to additional learning provision across all sectors.
6. Comprehensive information, accessible to all, about services and provision to support additional learning needs.

The need for a refreshed ALN Strategy

There are two issues that will shape our approach to improving outcomes for children and young people with additional learning needs:


- The Welsh Government’s ALN Transformation Programme, which will transform how we work together to secure good outcomes for learners;
- The need to respond effectively to the growing ALN population of Cardiff, by ensuring there is capacity and provision to respond to additional learning needs.

The ALN Transformation Programme

The Welsh Government is aiming to transform expectations, experiences and outcomes for children and young people with additional learning needs. The Additional Learning Needs and Education Tribunal Bill (ALNET) will change the way schools, local authorities, health boards and other partners work together to support additional learning needs.

Cardiff Council welcomes the opportunity to change the way we work with children and young people and their families, to make sure learners and their families are at the heart of assessment, planning and support.

Additional Learning Needs and Education Tribunal (Wales) Bill
Factsheet 5



Llywodraeth Cymru
Welsh Government

A unified plan
Individual development plans (IDPs) will replace the existing variety of statutory and non-statutory plans for learners of compulsory school age and below and those over compulsory school age in school or further education.
This will ensure consistency and continuity and that provision and rights are protected regardless of the severity or complexity of needs.

A 0–25 age range
There will be a single legislative system relating to the support given to children and young people aged 0 to 25 years who have additional learning needs (ALN) and are receiving education and/or training.

A mandatory Code
The Code will ensure the new ALN system has a set of clear, legally enforceable parameters within which all services that are responsible for supporting children and young people with ALN must act.

Clear and consistent rights of appeal
All children, their parents and young people up to the age of 25 years will have the right to appeal to the Education Tribunal against decisions made by a LA or FEI in relation to their ALN or their IDP.
Children and young people must be provided with access to independent advocacy services.

Increased participation of children and young people
Children, their parents and young people will be supported to understand and participate in the decisions which are taken that affect them, provided with appropriate reassurance, and offered opportunities to raise concerns and have their questions answered.

Avoiding disagreements and earlier disagreement resolution
If a child, their parent or young person is not happy with decisions that have been made about their ALN or IDP by a school, they may request that a local authority (LA) reviews or reconsiders it.

Increased collaboration
Where necessary, IDPs will include additional learning provision (ALP) agreed by health, social services and other services as well as education. IDPs will contain an action plan that is clear about which agency is responsible for delivering the individual elements.

How will the Bill affect children, young people and parents?

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The Cardiff ALN Strategy 2018-22 sets out a framework for action, in partnership with learners, parents, schools, health, social services and voluntary organisations to ensure effective preparation and implementation of the new requirements.

The growing ALN population in Cardiff.

The number of children and young people with additional learning needs in Cardiff is growing. This is largely due to a rising birth rate in Cardiff. The general school population is growing, and if there will naturally be more learners then there will also be more learners with additional learning needs.

But there are at least three other factors affecting the incidence of additional learning needs. The number of children and young people diagnosed with autism spectrum conditions or Attention Deficit Hyperactivity Disorders (ADHD) has been growing for many years. We are also seeing an increase in mental health needs among children and young people.

but is also considered to be the result of improved survival rates for children with complex disabilities, and increased incidence/ identification of autism spectrum conditions. Inward migration is also a significant factor: the benefits of the Children's Hospital for Wales, and a wide range of special schools, can be a factor, both for families moving to Cardiff from other areas of Wales, and families newly arrived in the UK.

The growing ALN population is largely the result of the general population growth in Cardiff, but there are three additional factors.

Perinatal survival rates for children with complex disabilities have been improving over the last 10-20 years, leading to an increase in the number of children and young people who need specialist provision to ensure they are able to access education and fulfil their potential.

The incidence and identification of some conditions, including autism spectrum conditions and mental health difficulties has also increased substantially, and continues to grow. These two factors are international trends, not specific to Cardiff.

In Cardiff, inward migration is also thought to be a significant factor. The incidence of complex needs and disability can be significantly higher in the 'newly arrived' pupil population than in the general school population. The benefits of the Children's Hospital for Wales, and a wide range of special schools in the city, are thought to be key factors attracting families to Cardiff.

Implications for capacity to meet needs across the system

The ALN working group identified a number of activities that are needed to improve the collective capacity of schools and their partners to meet ALN, and to make the most effective use of ALN resources to ensure good outcomes.

Collaboration with health and social services

There are good relationships between health, education and children's services in Cardiff, and many examples of effective collaboration to support additional learning needs, including:

- the neurodevelopmental pathway, carrying out multidisciplinary assessments
- the Early Years Forum, identifying pre-school children with complex needs, and planning in partnership to support access to nursery entitlement
- information sharing between audiology and ophthalmology services and specialist teachers for sensory impairments

- ‘The Handwriting Motorway’, providing guidance and resources to support the development of fine and gross motor skills, produced by specialist teachers and occupational therapists
- The Joint Speech and Language Pathway’- an innovative collaboration, to support early screening and support for speech and language needs, and a single point of referral to therapist and specialist teachers
- The Early Help Strategy, including Families First commissioned services
- Provision of training and advice to support children with medical needs
- A range of health service also work with special schools and specialist resource bases, depending on the range of needs

Continuing to build on these relationships and identifying further opportunities to work in collaboration will be key to improving outcomes for children and young people with additional learning needs, with particular emphasis on the need to further develop:

- Collaboration to support pre-school children with complex needs
- Partnerships to support successful transition to further education, employment and training post-16
- Multi agency support for children and young people with emotional health and wellbeing needs
- Early intervention
- Support for families

Information about ALN provision and services

The group reviewed the wide range of quality support and services that are provided in Cardiff schools. The group concluded that an up-to-date, parent friendly directory is needed, to make it easier for parents, schools, health practitioners, social workers and voluntary sector organisations to have access to comprehensive information about available support, and to help them navigate the system.

School-to-school support for ALN practice

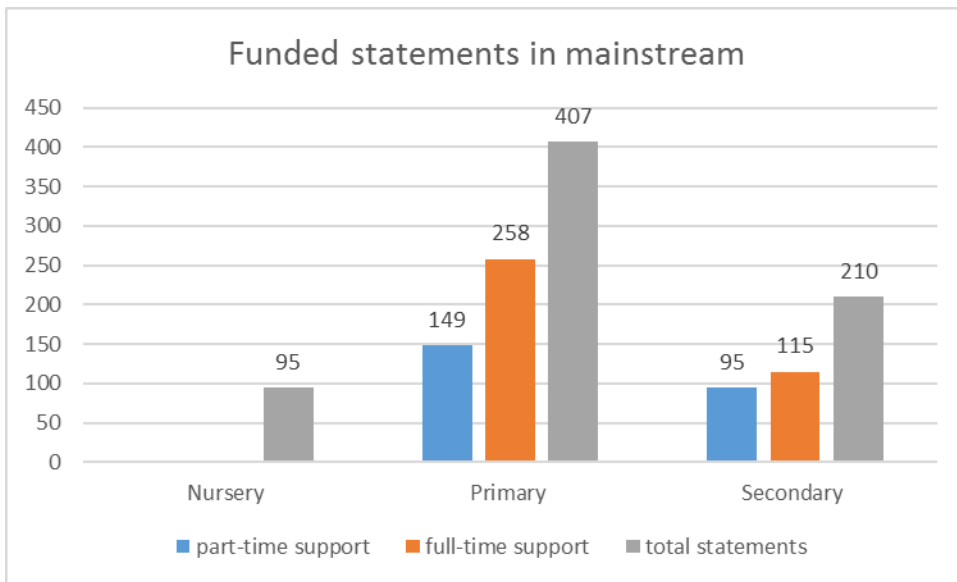
The culture of school-to-school support for leadership and raising standards is developing and embedded in many schools. However, school-to-school working in relation to inclusion is not yet structured or formalized. The group concluded that systems for identifying and sharing best practice needs to be established.

Efficient and effective use of resources to meet needs in mainstream schools

Over a three year period, from 2014-15, to 2016-17, the number and cost of mainstream statements (Complex Needs Enhancement) increased from £4.8M to £6.3M; an increase of 63%.

In April 2017 there were 724 pupils with CNE funded statements, mostly used to employ Grade 3 LSAs to provide ‘one-to-one support’. This included:

- 95 nursery funded pupils
- 258 primary pupils and 115 secondary pupils with full time support
- 149 primary pupils and 95 secondary pupils with some additional support



The group were concerned that the increase in mainstream statements is leading to over-reliance on 'one-to-one support'. While many pupils do need support throughout the day in order to access education and to make good progress in their learning, 'one-to-one support' is not always the most efficient use of resources, or the most effective way to support pupils. Headteachers reflected on the difficulties of securing appropriately skilled staff, and of managing high numbers of one-to-one LSAs. Research shows that children with designated 'one-to-ones' often have less contact with their teachers, can become over-reliant on one adult, and may have fewer opportunities to enjoy interact with their peers.

The group concluded that there is a need to reduce reliance on 'one-to-one support' both by increasing the number of SRB places available in Cardiff, by rethinking the way mainstream statements are written, and by increasing the opportunities to meet needs without the need for a statement. The ALNET, with the emphasis on less bureaucracy, and a more person centred approach to assessment and planning, will support these goals.

Priority two of the Cardiff Strategy focusses on actions to further strengthen capacity to meet needs across the system.

Implications for specialist provision

Since 2012, the number of special school and specialist resource base places for pupils with autism spectrum conditions, or with complex learning disabilities has increased significantly. Demand for specialist places is expected to grow at a similar rate over the next 5-10 years. Increased need is anticipated in all areas of ALN:

- complex learning needs (CLN) (including severe learning difficulties (SLD), speech language and communication difficulties (SLCD), physical and medical needs (PMED), profound and multiple learning disabilities (PMLD).
- autism spectrum conditions (ASC).
- behaviour emotional and social needs (BESN).

In the last 2 years, Cardiff has been obliged to increase reliance on the independent sector in order to comply with statutory duties. In 2017-18, Cardiff will be funding 113 pupils in independent special school places, at a total cost of £2.5M. The cost of these places ranges from £28K to £57k per annum, compared to costs for Cardiff special schools of £14k to £25k per annum, making over-reliance on independent school places a significant financial challenge for Cardiff. There is a need

to reduce placement in the independent sector wherever possible, by ensuring a sufficient range of high quality specialist provision within Cardiff.

The Strategy sets out a two phase approach to developing special school and SRB places, and to improving the quality of facilities and accommodation:

- the 21st Century Schools Programme, which will schemes to improve special school facilities and to extend specialist places
- an Interim ALN Development Plan to re-shape and extend specialist provision from 2018-22

Priorities and objectives- summary

PRIORITY 1 – To improve outcomes for ALN learners through successful implementation of the ALN Transformation Programme

Objectives:

1. To work with partners in Health, Children's and Adult Services, Cardiff and the Vale College and other education providers to develop effective approaches to unified assessment and planning for ALN learners 0-25.
2. To support development of the ALNCo role and the introduction of Person Centred Planning (PCP) approaches in schools.
3. To work with schools, early years settings and post-16 education providers to further develop support for transition: pre-school; primary to secondary; post-16; to adult life.
4. To further develop the quality of ALN specialist services and outreach services to support schools and early years settings.
5. To further improve processes for avoiding and resolving conflict.

PRIORITY 2 – To improve outcomes for ALN learners by strengthening our collective capacity to meet all needs.

Objectives:

6. To improve clarity and visibility of ALN services and provision for all stakeholders.
7. To further develop the culture of school-to-school support to enable schools to access best ALN practice.
8. To empower schools to achieve best value through the more flexible use of delegated ALN budgets.

PRIORITY 3 – To improve outcomes for ALN learners through sufficiency and high quality provision

Objectives:

9. To develop additional SRB and special school places to meet current and projected need 2018-22.
10. Consult with schools and other partners on Band B options for developing specialist provision, to ensure suitability and sufficiency for projected needs 2022-27.
11. To refresh the Cardiff Accessibility Strategy to ensure children and young people with disabilities and health needs are effectively included in learning.
12. Reshape specialist provision and services for speech language and communication needs (SLCN) to ensure effective early support for specific language impairment and SLCN linked to other needs.

Report on Speech Language and Communication Support in Cardiff
Speech Language and Communication Needs - Reference Group
2016-17

SLCN Reference Group:

Jane Jenkins, Headteacher, Moorland Primary School (Chair)

Karen Visser, Children's Speech and Language Therapy Manager

Ann Birch, Speech and Language Therapist

Jenny Drogan, Headteacher, Allensbank Primary School

Jeanette Carr, Afasic National Coordinator

Faye Emanuel Dale, parent governor, Meadowbank School

Michelle Harrison-Bradley, parent governor, Meadowbank School

Mike Borley, LA Governor (and former pupil), Meadowbank School

Jude Rimell, Staff, Meadowbank School

Diana James, Staff, Meadowbank School

Lorraine Felstead, Headteacher, Meadowbank School

Judith Sargeant, SENCo, Fitzalan School

Kassia Morris, SLCN Specialist Teacher Team Leader

Sarah Sellek, SLCN Specialist Teacher

Jennie Hughes, Senior Achievement Leader Inclusion

Claire Hardy, Partnership Inclusion Officer

Rachel Mitchell, Headteacher, Lakeside Primary School

Mari Phillips, Headteacher, Ysgol y Berllan Deg

Report on Speech Language and Communication Support in Cardiff
Speech Language and Communication Needs (SLCN) Reference Group

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 - 4.7. **How mainstream primary schools support SLCN (example- Moorland)**
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Appendices

1. **SLCN Group - Terms of Reference**
2. **The Cardiff graduated response to speech language and communication needs**
3. **Survey of SLCN support in Welsh LAs**
4. **ESTYN Best Practice Example**
5. **Mainstream parent survey, 2016**
6. **Letter from former pupil of Meadowbank School**
7. **Study to map support for SLCN in Wales, Welsh Government 2017**

1. Background to this report

In 2015-16 the Council formally proposed phasing out specialist provision for children with specific language impairments. This was in response to a number of changes in ways of supporting speech and language needs, and a fall in demand for specialist places.

Cardiff Council and Cardiff and the Vale University Health Board (CVUHB) Children's Speech and Language Therapy Service have developed a collaborative approach to identify and support speech language and communication needs, including a comprehensive training and support programme for mainstream schools. The collaboration has its roots in the Speech and Language Service Pilots, funded by the Welsh Government from 2005-2008. Cardiff Council and CVUHB joined the pilot in 2006-08.

Between 2010 and 2015, the collective pupil roll at Meadowbank and Allensbank fell from 58 to 34. Numbers at Allensbank had fallen from 18 in 2010 to 11 in 2015, while places at Meadowbank had fallen from 40 in 2010, to 23 in 2015. The fall in the places at Meadowbank was partly caused by the

Vale of Glamorgan Council's decision, in 2010, to cease funding 10 places at the school for Vale children.

The Council suggested that the successful implementation of the collaborative model accounts for the fall in demand for specialist provision, and the proposal to close both the special school and the SRB was based on this premise.

However, the majority of stakeholders, including schools, therapists and parents, raised a wide range of objections to the proposals. Stakeholders acknowledged the strengths and achievements of the Joint Service, but expressed concern about the proposed loss of specialist provision.

In consequence, the Council decided not to proceed with the proposals. The council acknowledged the views of stakeholders and agreed that:

- The future spectrum of provision should include some form of specialist provision for children with severe specific language impairments;
- The Council should evaluate the whole range of support for speech language and communication needs, including the mainstream service, in order to consider the specialist resource base and special school in context.
- There should be wider informal engagement with stakeholders, in order to decide on alternative options for moving forward.

2. The speech and language reference group

The group was established to provide a forum for stakeholders, including parents, teaching staff, governors and voluntary sector, to comment and contribute to the evaluation of current services for pupils with speech language and communication needs (SLCN). *(See Appendix 1, Terms of Reference).*

3. Methodology

The group met four times during the autumn and spring terms to receive and discuss presentations from each stakeholder setting out their role in the graduated response *(see Appendix 2, Cardiff graduated response to SLCN).*

The group met twice in the summer term to consider strengths, weaknesses, priorities for improvement, and recommendations for the Council.

In order to understand and evaluate the range of services and provisions supporting speech and language needs in Cardiff, the group invited and discussed presentations from:

- CVUHB Children's Speech and Language Therapy Service
- Cardiff Council specialist teacher team
- The Cardiff Joint Speech and Language Service (i.e. the above services in collaboration)
- Meadowbank Special School
- Allensbank SRB
- The roll out of WellComm to nursery settings

- Mainstream primary schools (example- Moorland)
- Mainstream secondary schools (example- Fitzalan)

Some information about speech and language support in other local authorities was considered by the group (see *Appendix 3, Survey of SLCN support in Welsh LAs*) and two members of the group visited an SRB in a neighbouring authority which has been identified as sector-leading (See *Appendix 4, ESTYN best practice example*).

A 2016 survey of mainstream parents was considered (see *Appendix 5, Mainstream parent survey, 2016*) and a former pupil and current governor of Meadowbank shared a view of his experiences at the school (see *Appendix 6, Letter from former pupil of Meadowbank School*).

The meetings were held at different schools so that the group had the opportunity to look around Meadowbank School, Allensbank SRB and Moorland Primary School, to see the teaching learning environments and observe children in class.

In July 2017, the Welsh Government published a report 'Study to map the current educational provision of speech and language and communication support in Wales', which provides a useful broader context for the work in Cardiff (see *Appendix 7, Study to map SLCN support in Wales*). The report found that Welsh local authorities are working in similar ways, based on a graduated response to needs at different levels. The report highlights a number of priorities for further improvement that echo some of the findings of the reference group, including: better support and information for parents; the need for consistency and sufficient capacity to deliver the model of graduated support; improving support in specialist settings such as PRUs; better support for pupils' transitions from primary to secondary.

The reference group agreed that the report offers some useful points in relation to the wider map of SLCN support, but does not provide any guidance or evidence in relation to specialist provision for SLI.

4. Overview- the graduated response to speech language and communication needs

In order to understand and evaluate the range of services and provisions supporting speech and language needs in Cardiff, the group invited and discussed presentations from a range of stakeholders.

This section comprises a summary from each stakeholder, briefly describing their service, school or activity, and an indication of the strengths and challenges they have identified for their service school or activity.

5.1 CVUHB Children's Speech and Language Therapy Service

About the speech and language therapy (SLT) service

The Children's SLT Service delivers assessment, diagnosis and intervention to children aged 0 – 18 years who experience significant difficulties with:

- Eating and drinking
- Language development
- Social Communication
- Fluency
- Voice

These difficulties may be specific or may be associated with a wide range of developmental disorders and medical conditions.

The service is delivered across Cardiff and the Vale of Glamorgan to children in a wide range of settings including:

- Community Clinics and Children's Centres
- Special Schools
- Mainstream schools and nurseries
- Outpatients, and on the wards, at the Children's Hospital for Wales (CHfW)

Some specialist services, particularly in the CHfW are specifically commissioned for children from across Wales.

The service has around 2,500 children on the total caseload at any one time.

The mainstream school service is a relatively recent development. Therapists work closely with specialist teachers in the SLCD team (i.e. the specialist teacher service) to deliver a joint service to children with SLCD in their local mainstream school. There is a single referral pathway and agreed roles and responsibilities. The therapists role is:

- Assessment
- Diagnosis
- Development and monitoring of treatment programmes which are delivered in school by a therapist, by school staff or by a member of the SLCD team
- Delivery of specific treatments when appropriate
- Review of progress
- Discharge when treatment is complete

Strengths of the SLT service

Mainstream school service:

- Agreed roles and responsibilities for therapists and specialist teachers – this underpins joint working and enables us to work efficiently. The mainstream therapy service could not operate without this.
- Joint referral process – ensures that most appropriate input is offered. Essential for efficient running of mainstream service
- Rolling programme of training offered to staff in mainstream schools - investment by LA in a therapy post specifically assigned to training, makes this possible.
- The training and resources provided for mainstream schools makes it possible for therapists to safely delegate therapy programmes to school staff. The mainstream service could not operate without this.

- The SLCD mainstream service is able to meet the needs of pupils in the medium of English or Welsh
- Pupils benefit from the language and social models of their peers.
- Our joint service, with therapist and specialist teachers working together on a shared caseload, is highly regarded by Speech and Language Therapy services across Wales and beyond – we are sector leaders.
- Feedback from service users (schools and families) has been overwhelmingly positive

Therapy service delivered in Meadowbank and Allensbank:

- *Clear roles and responsibilities between therapists and specialist teaching staff. Again, this is key to providing an effective service.*
- *Expertise in differentiating the curriculum to take account of children's speech and language needs.*
- *Staff skilled in delivering specific interventions.*
- *At the SRB, pupils have the chance to experience gradual transition and integration to mainstream, and benefit from the language and social models of their mainstream peers*
- *School staff deliver interventions consistently*
- *Support and training is provided for parents*

Challenges facing the SLT service

- Financial constraints – CVUHB is under close scrutiny by WG. Tier 1 targets include significant reduction in financial deficit by end of March 2018, whilst also meeting waiting time target.
- Therapy staffing levels are adequate when all staff are in post. However we struggle when there are staffing gaps during maternity leave and long term sickness and when recruiting to vacant posts.

5.2 The Speech, Language and Communication Difficulties (SLCD) Team

About the SLCD Team

The Speech, Language and Communication Difficulties (SLCD) Team is made up of Specialist Teachers, a Speech and Language Therapist and Specialist Teaching Assistants. The team are qualified and experienced in the field of speech language and communication needs.

The SLCD Team supports pupils at School Action + as well as pupils with Statements of Special Educational needs as outlined in the provision.

The SLCD Team:

- works in partnership with the NHS Speech and Language Therapy Service to provide the Joint Mainstream Service;

- supports schools in identifying pupils with speech, language and communication difficulties using Language Links and Speech Links. These screening tools are used in 100% of Foundation Phase settings. KS2 Language and Speech Links is being rolled out across all schools, with a view to achieving 100% coverage by 2019
- works with Cardiff schools to support and develop the skills of pupils who have speech, language and communication difficulties, through training and advice, guidance on how to support the development of communication skills in all pupils, and by working directly with some pupils where appropriate;
- works alongside school staff in the implementation of individual intervention programmes;
- offers support to implement small group interventions e.g. Talkabout, Talking Partners and Language Link;
- provides tailored training and support to teaching assistants funded through mainstream statements.

Strengths of the SLCD Team

- Collaborative working with NHS Speech and Language Therapists as part of the Joint Mainstream Service.
- The provision of individual programmes to pupils who require support to develop their speech and language.
- The provision of training, support and capacity building to schools to support them with their graduated response and early intervention.
- Joint working with other specialist teams where a pupil's needs are more complex and requires a broad approach, i.e. autism support, literacy and numeracy, sensory impairments, early years and disability.
- A wide range of expertise among the Team members.

Challenges facing the SLCD Team

- The capacity of the team is fixed, however referrals are increasing.
- Changes to staff - a number of new members have joined the team whilst others have moved on or reduced their working hours.

5.3 The Joint Speech and Language Support Service

About the Joint Speech and Language Support Service

The specialist teaching and therapy teams described above are separately commissioned by Cardiff Council and CVUHB, but the two services work collaboratively as a Joint Service for Speech and Language Support, delivering both universal and targeted support.

This successful partnership has its roots in the Speech and Language Pilots, which were funded by the Welsh Government from 2005-2008 (*see Appendix 7, slides 21-22*). CVUHB and Cardiff Council joined the Pilot in 2006, developing a shared vision for a joint service. The services continued to work towards this goal, strategically and operationally, after the Pilots ended.

The Joint Service continues to develop, is highly regarded by Speech and Language Therapy Services across Wales and beyond, and was shortlisted for an NHS Wales Award for Innovative Practice in 2009.

The key features of the Joint Service are:

- A shared 'graduated response', co-constructed by therapists and specialist teachers (*see Appendix 2*)
- A jointly delivered, comprehensive training programme to build capacity in Cardiff schools
- Screening for speech and language in Reception year (established in 100% schools), in Year 3 (59% schools) and year 7 (56% schools)
- A single speech and language referral point for all children and young people of school age. Previously there were separate referral processes for therapy and for specialist teaching, which could result in contradictory advice and duplication of effort. The single referral point has reduced the administrative burden for both services, and enabled a more efficient and targeted deployment of therapy resources.
- A shared caseload and agreed menu of interventions, with clearly identified roles for therapists, specialist teachers and teaching assistants

Strengths of the Joint Service

- At least one *ELKLAN trained teacher and one ELKLAN trained LSA in every primary school.
- Current goal to achieve the same training milestone in secondary schools by 2020(x% achieved)
- Speech and Language Links established in 100% primary schools, resulting in universal screening for speech and language needs in Reception year.
- Current goal to achieve universal screening in year 3 by 2019 (x% achieved)
- Screening provides schools with a profile of speech and language needs for the whole cohort, identifying needs at a class, group and individual level;
- Speech and Language Links programmes provide practical class-based strategies for improving speech and language skills at class, group and individual level.
- In 2015-16, end of year rescreening showed an overall improvement of Compared to initial screening.
- Quality of therapy referrals has improved due to screening and training
- The single referral point has reduced the administrative burden for both services, and enabled a more efficient and targeted deployment of resources

In 2015-16, CVUHB took the decision to roll out a school-based therapy service. Initial therapy assessments are still undertaken in clinic, but ongoing therapy is delivered in the child's school. This development

- Has been well-received by both schools and parents
- Ensures closer communication between school and therapists

- Reduces the amount of school hours missed to attend therapy
- Results in fewer children being discharged for non-attendance at clinic
- Is more convenient for many parents

The Therapy Service has emphasised that the ability to provide a school-based service is dependent on continued collaboration with the specialist teacher service.

**ELKLAN: a recognised provider of accredited speech and language courses for teachers, teaching assistants and parents.*

Challenges facing the Joint Service

- Collaboration has been achieved through strategic and operational joint working over the several years, but there is no formal agreement or memorandum of understanding between Cardiff Council and CVUHB. Although the processes and shared practice are well embedded, and are not reliant solely on individual managers or practitioners for their maintenance, the collaboration could be vulnerable in the event of a significant restructure/ organisational change within either the Council or CVUHB.
- The SLCD Team is now part of a traded service offering support to schools through an SLA. A small number of schools have taken the decision to 'opt out' and make their own specialist teaching arrangements. This could put the Joint Service at risk, with particular implications for the single referral route, school-based therapy service, universal screening and capacity building in schools.
- Collaborative support for speech and language needs in specialist settings for behaviour emotional and social needs, and complex learning disabilities is less developed than in mainstream.
- An effective collaborative approach between therapists and teaching staff operates in Meadowbank and Allensbank, but the schools have not been involved in the development of the Joint Service, or had the opportunity to share their expertise with the other special schools and SRBs.
- The Joint Service arrangements cover children and young people aged 4-16, but does not cover children aged 3-4. To ensure effective early identification, it would be beneficial to consider extending the arrangements to this age group.

5.4 Meadowbank Special School *(See also Appendix 5: Letter from a former pupil of Meadowbank School)*

About the School

Children are referred to Meadowbank School because they have a primary additional learning need of profound/severe speech and language and communication difficulties. The school caters for children whose non-verbal skills and achievements are generally better developed than skills and achievements that rely on good verbal skills. This means that the children catered for may have primary difficulties and experience problems in the following areas:

- Discriminating speech sounds
- Producing speech sounds
- Understanding or expressing meanings of words
- Understanding or producing grammatical sentences
- Understanding or using language for social communication
- Acquiring reading and writing skills and understanding written language

Teachers, teaching assistants and speech and language therapists work collaboratively to support the children in developing and using strategies that facilitates them in accessing a differentiated curriculum.

Strengths of the School

- Small classes where children's emotional wellbeing, self-confidence and self-esteem are considered to be central to their development. This philosophy is an integral part of the whole school ethos.
- Small classes enable staff to meet the individual needs of all children.
- Highly specialised teaching staff that are experienced in educating children with the most profound/severe speech, language and communication difficulties.
- Additional support from experienced teaching assistants who are specialists in working with pupils with speech and language difficulties.
- Speech & language therapists who are assigned to each class and work with individual children, groups and at a whole class level according to the needs of the children.
- Combined teaching and speech & language therapy in class.
- Specific individually tailored education and language targets that are written jointly by teachers, speech & language therapists and teaching assistants and delivered through the whole school curriculum.
- Carefully planned and structured learning opportunities that enable children to transfer new skills (speech sounds and their use of language) into the classroom, the whole school, at home and in the wider community. Children, therefore, have the maximum opportunities to generalise their newly learnt skills.
- A range of specialist strategies, signed speech systems, programmes, resources and teaching materials that are embedded throughout the curriculum to support teaching and learning.
- A unique and differentiated curriculum that focuses on meeting the needs of children with profound/severe speech and language difficulties.
- Daily assessment of children's progress to ensure that children's learning is relevant and current to their needs and is moving at the pace of the individual learner.

- Multidisciplinary collaboration with a range of professionals to ensure a holistic approach to meeting children's needs.
- Individually tailored integration and transition programmes into mainstream primary and high schools and other specialist provisions. Children are supported with a high level of support by staff from Meadowbank. Children's progress is carefully monitored and the programmes are adapted to meet their needs.
- An Early Year's Outreach Service that provides support for identified children and up-skills staff in mainstream nursery settings.
- Collaborative working between staff in the Early Year's Outreach Team, speech and language therapists and other professionals.

Challenges Facing the School

- Lack of/limited referrals to the school over the past few years.
- Uncertainty over the future of the school due to the consultation that was carried out by the Local Authority and the subsequent review of speech and language provision in Cardiff and the impact that this has had on pupil and staff wellbeing.
- Experienced staff leaving the school due to this uncertainty.
- Reduction in the school's annual budget due to the falling role and the impact that this has on replacing experienced staff.
- Lack of a Deputy Head/SLMT due to the size of the school/reduced budget.
- Small number of pupils at the school and the impact that this has on class dynamics.
- The lack of awareness amongst staff in many mainstream schools that there is a special school for children with severe/profound speech and language difficulties.
- Parents are not given the opportunity to make informed decisions on their child's placement regarding the full range of specialist provision for children with speech and language difficulties.
- The role of the early year's outreach service and how this dovetails into statutory assessments and referrals to the school.
- The lack of a revolving door/assessment model of provision such as the Day Class that was highlighted as 'excellent practise' by Estyn.
- Developing greater links with the Local Authority's central team for children with speech and language difficulties in order to utilise the experience of staff at Meadowbank in supporting children in mainstream schools and up-skilling mainstream practitioners.

5.5 Allensbank Primary School Specialist Resource Base (SRB)

About the SRB

The purpose of the SRB is:

- To provide a flexible resource base which is responsive to the individual and group needs of pupils with severe speech language and communication needs who have been placed in the SRB.
- To provide an environment in which children with complex learning needs can make progress through a broad and balanced curriculum, including access to the National Curriculum.
- To provide age appropriate learning opportunities to develop a range of language, literacy, numeracy and social skills.
- To provide a safe and empathetic environment for children with complex learning needs.
- To establish and maintain strong links with a mainstream peer group, in order to provide opportunities for pupils in specialist provision to:
 - Practise and further develop social and communication skills;
 - Develop the skills required for effective learning and teaching to occur in a larger group context.
- To work in partnership with parents and other professionals.

Strengths of the SRB

- SRB children are taught by experienced staff who provide access to Specialist programmes and strategies.
- Staff work closely with the Speech Therapist who is based within the school for 1 day a week.
- As a mainstream setting, Allensbank is able to offer excellent levels of integration for pupils placed within the SRB. Pupils participate fully within the general life of the school but also integrate for lessons such as literacy, maths, science or P.E. according to their individual needs.
- Transition back into a pupil's mainstream setting is always a focus and pupils are supported (where appropriate) to maintain friendship groups within their local catchment school in order to support transition into High School.

Challenges facing the SRB

- The SRB currently has only one class for Key Stage 2 pupils. There are also falling numbers in terms of pupils being admitted to the SRB.
- Pupils often present with other needs beyond that of Speech and Language. Meeting the needs of pupils within the base can therefore be challenging.

5.6 WellComm in nursery settings

About WellComm

The WellComm Screening Toolkit provides early years settings with a comprehensive screening tool for both receptive and expressive language development.

WellComm is already established in Flying Start settings, ensuring continuity and consistency across early years settings.

WellComm:

- assists practitioners in the identification of language delay and impairment
- provides evidence to inform referrals where appropriate (i.e to Speech and Language therapy or other health services)
- provides strategies for practitioners and parents to address a child's needs in a fun and engaging way
- supports identified needs by setting specific, measurable targets
- increases the chances that mild to moderate language delays may be resolved without the need for a SALT referral
- includes parents in the assessment and intervention process

Cardiff Early Years Inclusion Team committed to delivering a WellComm pilot package for Nurseries in Cardiff. From September 2016 to July 2017 we have:

- Delivered training on screening and delivering intervention using the WellComm Toolkit to 43 nurseries
- Trained 86 members of staff

1,830 children were screened in 2016-17

65% were identified as green - age appropriate (0-6 month delay)

21% were identified as amber – delayed (a 12-18 month delay)

14% were red – significantly delayed (a 24-42 month delay)

A significant number of the red and amber children were learners of English as an Additional Language (EAL).

All children who were identified as red and amber received intervention activities from the suggested WellComm activities.

47 referrals were made to the Joint Speech and Language Service.

53 referrals were made to special school outreach services or to specialist teacher services

Strengths of the approach

- Training evaluations have been positive from 100% of settings
- The WellComm toolkit and training has allowed Early Years practitioners to identify children on entry to nursery with delays in receptive and expressive language skills.
- It has provided nurseries with the information to make an ongoing referral to Health services and Educational outreach services for further support.

Challenges

- The initial pilot has seen a 'surge' in therapy referrals, which has posed a challenge for the speech and language therapy service
- Further work is need in partnership with the therapy service and SLCD Team , to establish thresholds for referrals, ensure the tool is part of the graduated response and practice is embedded in the Joint Speech and Language Service
- Training for ALNCo's will be offered, providing an overview of using WellComm data when children transfer to school

5.7 How mainstream primary schools support SLCN (example- Moorland)

Purpose of the approach

To provide a broad and balanced education within an inclusive learning environment.

To ensure that every child is able to access appropriate support for their speech and language needs in order for them to be able to make good progress in all aspects of their learning and development.

Strengths of the approach

- Speech and language therapists working closely with pupils, their parents and staff within the school environment. (Far fewer missed appointments).
- Regular advice and support from the specialist teacher team.
- The range of training now available to mainstream teachers and support staff.
- Wellcomm screening for every nursery pupil ensures that speech and language difficulties are identified early and appropriate support programmes put in place.
- Language Link screening for every pupil in reception and intensive group intervention for pupils with discernible delays in speech and language development. The opportunity to re-screen through the use of Infant and Junior Language Link also ensures that progress is monitored and sustained.
- The presence of positive speech and language role models throughout the learning environment. (other pupils)

Challenges

- Ensuring that staff have the knowledge, skills and capacity to meet the needs of children with severely delayed or impaired speech and language within a busy mainstream environment.
- The broad range of complex additional learning needs with which staff need to be familiar and the challenges of making appropriate provision for all of these.
- Parental reluctance to remove children from the familiarity and friendships of their local school, even when there are compelling educational grounds to do so.
- Inconsistencies in practice between different mainstream settings.
- Staff retention once they become highly trained and skilled.

5.8 Support for speech language and communication needs in specialist settings for learning disabilities, behaviour emotional and social needs, autism and hearing impairments

Brief overview of speech and language support

NB The reference group has not looked at this issue in detail. This brief overview is provided by the Senior Achievement Leader Inclusion, and has been checked with the Children's Speech and Language Therapy Manager for accuracy.

Complex Learning Needs: Ty Gwyn, Woodlands, Riverbank, SRBs at Whitchurch High, Bryn Hafod, Llanishen Fach, Llanedeyrn and Marlborough Primary Schools.

Therapists working with these schools provide a service in line with the same graduated response that applies for pupils in mainstream and the specific language settings at Meadowbank and Riverbank.

Of xx pupils in these settings in 2016-17, xx pupils were identified on PLASC as having speech language and communication as a primary need. Many pupils would also have SLCN as a secondary need.

The majority of these pupils are at stages 1, 2 or 3 of the graduated response and are not currently in receipt of direct therapy input as their speech and language skills are consistent with their ability and cognitive functioning. However, they continue to require support to develop their speech language and communication skills as part of the specialist curriculum in the SRBs and special schools.

Children with SLCN in association with severe learning disabilities benefit from:

- Consistent use of an appropriate signing system such as Makaton
- Consistent use of visual strategies to support learning and communication
- A specialist curriculum, differentiated to individual learning needs and focussed on the development of speech language and communication skills
- Therapy support in line with the graduated response
- Consistent delivery of therapy programmes by specialist teaching staff in the settings

Behaviour emotional and social needs: The Court, Greenhill, Bryn y Deryn, SRBs and wellbeing classes at Fairwater, Glan yr Afon, Springwood, Pen y Groes

Many children who present with behavioural emotional and social needs, are known to have underlying or associated SLCN. It is also well established that a high proportion of adults in the criminal justice system, or known to mental health services, have difficulties with speech language and communication that have often been missed in childhood.

In Cardiff, it is believed that universal screening in Reception has helped to reduce the risk that SLCN will be overlooked, or that SLCN may be mistaken for BESN. However, the Council is aware of this risk and has taken various steps to ensure this is considered at every stage, including:

- Referrals for behaviour support are checked to ensure SLCN have been considered
- Specialist teachers in the behaviour support team have been trained to 'screen' for SLCN and work closely with the SLCD Team

Children with SLCN in association with BESN benefit from:

- A specialist curriculum, differentiated to individual learning needs and focussed on the development of speech language and communication
- A focus on the development of social communication skills
- Therapy support in line with the graduated response
- Consistent delivery of therapy programmes by specialist teaching staff in the settings

Autism spectrum conditions: Ty Gwyn, The Hollies, Marion Centre, SRBs at Cantonian, Llanishen and Cathays High Schools, and at Springwood and Pentreban Primary Schools

Therapists specialising in ASC work closely with specialist teaching staff to provide support and advice on a consultative basis at all ASC settings. As with the Joint Service for Speech and Language, professionals follow a co-constructed graduated response.

As social communication is a significant area of need for all ASC pupils, direct individual therapy is rarely considered to be appropriate or beneficial: support for social skills development is best embedded in the curriculum and specific coaching is most effective when delivered in groups.

Hearing impairments: SRBs at Llanishen High and Coed Glas Primary

Therapists specialising in hearing impairments work closely with specialist teaching staff at the SRBs, to provide support according to the graduated response. This includes direct therapy, provision of therapy programmes and consultative advice and support.

Strengths of current approaches

- Collaborative working is strong in ASC and HI settings. Therapists and the majority of teaching staff have higher qualifications in their specialist field, and support for SLCN is embedded in the specialist curriculum of these settings
- Practice in many settings for complex learning settings is effective
- Support for SLCN in some BESN settings is developing, and most schools recognise the importance of this aspect of their work

Challenges

- More needs to be done to ensure all special school and SRB staff in settings for complex learning needs and for BESN have access to training in SLCN, and that support for speech language and communication is embedded in the curriculum
- Makaton should be used consistently in settings for children for moderate or severe learning disabilities (i.e. the SRBs for complex learning at Bryn Hafod, Marlborough, Llanishen Fach, Llanedeyrn, Whitchurch High, and at Riverbank and Woodlands). Capacity to deliver this is currently inconsistent.
- Therapists and teaching staff operate the same graduated response as the Joint Service in mainstreams schools, but the specialist settings were not directly involved in the co-construction of this approach. As a result, staff may not have a sense of 'ownership' and there continues to be some tension regarding the roles and responsibilities of education and health staff.
- Some parents assume that access to therapy will be an automatic benefit for every child in a special school, and can feel let down when they realise this is not the case. Therapists

provide support on the basis of assessed need, regardless of whether a child attends a special school, an SRB or mainstream.

5. The graduated response in Cardiff- strengths

The group reflected on what had been learned about the range of support and services to support speech language and communication and identified the following strengths:

General points

- Collaboration between health, LA and schools
- Agreed roles and responsibilities for therapists and specialist teachers – this underpins joint working and enables us to work efficiently. The mainstream therapy service could not operate without this.
- Range of provision providing access to a range of services to meet the range of need and range of ages
- Expertise of a range of professionals- therapists, specialist teachers, special school staff
- Working with parents

Mainstream schools

- Joint referral process – ensures that most appropriate input is offered. Essential for efficient running of mainstream service
- School-based therapy service
- Awareness of mainstream schools of speech language and communication needs
- Ability of mainstream schools to identify speech and language needs through screening- WellComm, Language Links
- Universal screening in Reception year
- Early identification leads to pupils receiving support at an earlier stage
- Rolling programme of training offered to staff in mainstream schools - investment by LA in SLT makes this possible.
- The training and resources provided for mainstream schools makes it possible for SLTs to safely delegate SLT programmes to school staff. The mainstream service could not operate without this.
- The SLCD mainstream service is able to meet the needs of pupils in the medium of English or Welsh
- An increasing number of mainstream schools providing effective support
- Pupils benefit from the language and social models of their peers.
- The joint service is highly regarded by SaL Therapy services across Wales and beyond – Cardiff is regarded as sector leading.
- Feedback from service users (schools and families) to therapy service has been overwhelmingly positive.

Meadowbank and Allensbank SRB

- Special school and SRB providing high quality and intensive support for the most complex children; opportunity to integrate a holistic specialist curriculum

- Clear roles and responsibilities between therapists and Specialist Teachers. This is key to providing an effective service
- At the SRB, pupils have the chance to experience gradual transition and integration to mainstream, starting with brief, incidental experiences
- Expertise in differentiating the curriculum to take account of children's speech and language needs.
- Staff skilled in delivering specific interventions
- School staff deliver interventions consistently
- Support and training is provided for parents

6. Challenges and concerns

The group identified the following concerns and challenges facing schools and services in Cardiff:

Early intervention in mainstream pre-school settings:

- SLT service for children below reception age is mostly clinic based
- SLTs liaise with specialist teacher services eg ECLIPS but we don't have a joint service.
- Referral process via PARM does not support early intervention
- SLT have not been engaged sufficiently in the WellComm project – huge impact on referrals to SLT last financial year. No joint planning has taken place about how to manage children identified as needing intervention.
- Nursery staff have not had the comprehensive training which mainstream school staff have had. Referrals are often inappropriate and staff are not confident about making referrals themselves – they tend to ask family to get the GP or HV to refer.
- There is not enough provision for children who need intensive input in the pre- reception years
- The transition from Early Years teams to SLCD team not yet joined up enough

Mainstream school service:

- Therapy staffing levels adequate when all staff in post but gaps in staffing during SLT staff vacancies, maternity leave and sick leave are challenging
- A small number of pupils need more support than this service can provide. They need a small class environment where the curriculum is differentiated and delivered to take account of pupils with SLCD. They may also require signing, symbols or access to other AAC (Alternative and Augmentative Communication)
- Consistency of support in mainstream- i.e. ensuring all schools achieve same standard of best practice, focussing on wellbeing, as well as learning
- Recognition that speech and language skills underpin formal literacy skills
- More joining up between specialist teacher team, special school and SRB on delivering training and support
- Time and funding to support professional development

Referral processes

- Faster response when children in mainstream are not making progress
- Information for parents to better inform decision on placement
- Raising awareness of benefits of specialist provision in all ethnicities

Speech and language specialist interventions in generic SRBs and special schools:

- Children placed in generic SRBs, Riverbank and Woodlands often have SLCD as part of their profile but staff in these provisions have not yet had the same level of training as staff in mainstream schools.
- Interventions not implemented consistently in all classes
- Signing, symbols and other AAC not implemented consistently across classes and provisions

Meadowbank and Allensbank

- There are no specialist SLCD provisions in the medium of Welsh
- Therapy staffing levels adequate when all staff in post but gaps in staffing during SLT staff vacancies, maternity leave and sick leave are challenging
- There are no opportunities for incidental, day to day integration with mainstream peers at Meadowbank (e.g. in assembly, at play and lunch times, or in individual lessons as appropriate) – this can increase anxiety levels of parents at transition
- A small number of pupils need to use signing as a long term communication aid need - they need a sign system which is commonly used in other settings (e.g. Makaton or Signed English)
- SRB pupil outcomes impact on whole school data, resulting in an inaccurate picture of whole school performance

7. Recommendations

The group recommend that the Council should:

Partnership between Cardiff Council and CVUHB

- a) Consider setting up a ‘memorandum of understanding’ between the CVUHB and Cardiff Council, to formalise the collaborative arrangements that underpin the Joint Service for Speech and Language Support.
- b) Where schools ‘opt out’ of the specialist teaching SLA, ensure robust approaches for monitoring school compliance with the graduated response, to ensure school practice remains consistent and equitable, and the benefits of the Joint Service continue.
- c) Work with the Speech and Language Therapy Service to further develop the Joint Speech and Language Service for children in early years settings, building on the current work in relation to WellComm.

Parents

- d) Improve the quality and availability of information for parents, and raise awareness of support and provision at all stages, including the availability of specialist provision.

Mainstream support

- e) Continue work to establish and maintain universal screening (Speech and Language Links) in Foundation Phase, KS2 and KS3, and to establish speech and language trained staff in every primary and secondary school.

- f) Explore opportunities for special school teachers to work with mainstream schools, providing intensive daily support to groups of children, and modelling interventions to mainstream staff. This approach could be piloted in a transition cluster where speech and language needs are particularly high.
- g) Establish better links between Meadowbank, Allensbank and the SLCD Teacher Team, enabling SRB and special school teachers to contribute to training and support in mainstream schools and other specialist settings.
- h) Ensure that ALN funding is indexed to need, to ensure schools with highest levels of ALN receive proportionately higher funding.
- i) Improve support for transitions: from nursery to primary; from primary to secondary; from mainstream to a specialist setting; specialist settings to mainstream.

Specialist SLCN provision

- j) Consider options for revising admission criteria for specialist provision. For example, consider whether there is a case for extending Meadowbank criteria to open some classes for pupils with other areas of need, as well as continuing to offer classes for pupils with specific language impairments.
- k) Consider options for offering specialist speech and language provision on a time limited 'revolving door' basis, to provide early intensive intervention without the need for a statement.
- l) Consider making provision for 'assessment places' at Meadowbank and/ or Allensbank SRB.
- m) Reintroduce the speech and language provision panel to ensure all professionals are involved in placement decisions, and in advising parents on placement.

Speech and language support in other specialist settings

- n) Improve speech and language support for children with SLCD as part of a complex profile of needs, especially those in specialist settings for behavioural emotional and social needs and complex learning disabilities.
- o) Consider potential for drawing on the skills and experience of specialist staff at Allensbank and Meadowbank to improve speech and language support in other specialist settings.